99th Congress
1st Session } HOUSE COMMITTEE PRINT NO. 4

FINAL REPORT

EVALUATION OF THE EMERGENCY VETERANS' JOB TRAINING PROGRAM

A REPORT

PREPARED BY THE

VETERANS' ADMINISTRATION

SUBMITTED TO THE

COMMITTEE ON VETERANS' AFFAIRS
U.S. HOUSE OF REPRESENTATIVES

JUNE 7, 1985

Printed for the use of the Committee on Veterans' Affairs

U.S. GOVERNMENT PRINTING OFFICE
49-642 O WASHINGTON : 1985

H762-7

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JUN 7 1985

Honorable G. V. (Sonny) Montgomery
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House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

I am pleased to submit the enclosed report regarding the Emergency Veterans' Job Training Act of 1983 (Public Law 98-77). This report is being furnished in accordance with Senate Report 98-275 which called for an evaluation of the program.

This evaluation was conducted under contract by Centaur Associates, Inc., a professional consulting firm located in Washington, D.C. The report contains descriptive data for both veterans and employers who applied for the program and an indepth analysis of program implementation.

Copies of the report are also being furnished to the Senate Committee on Veterans' Affairs and the Senate and House Committees on Appropriations.

Sincerely,

Everett Alvarez Jr

HARRY N. WALTERS
Administrator

Deputy Administrator • For

Enclosure

FINAL REPORT:
EVALUATION OF THE EMERGENCY VETERANS' JOB TRAINING PROGRAM

MAY 27, 1985

This study was accomplished by professional consultants under contract (Number V101(93)P-1014) with the Veterans Administration. The statements, findings, conclusions, recommendations and other data in this report are solely those of the Contractor and do not necessarily reflect the views of the Veterans Administration.

Centaur Associates, Inc.

EXECUTIVE SUMMARY

This is a summary of the report prepared by Centaur Associates, Inc., evaluating the operation and impacts of the Emergency Veterans' Job Training Act (EVJTA) Program. The report, "Final Report: Evaluation of the Emergency Veterans' Job Training Act Program," follows this summary. This is the second of four reports under Centaur's evaluation contract.

The summary is divided into nine sections: 1) the EVJTA Program; 2) evaluation of the EVJTA program; 3) veteran entry to participation; 4) program experiences and outcomes for participating veterans; 5) post-program status of participating veterans; 6) characteristics of participating and nonparticipating employers and program experiences of participating employers; 7) program administration; 8) direct cost of training; and 9) summary of findings.

THE EVJTA PROGRAM

The Emergency Veterans' Job Training Act of 1983 (Public Law 98-77, enacted August 15, 1983) established an emergency program of job training assistance for unemployed Korean Conflict and Vietnam era veterans.

Broadly stated, the goal of the EVJTA program is to provide stable and permanent employment for Korean Conflict and Vietnam era veterans who have been unemployed for long periods of time. This goal is to be reached by providing monetary incentives to employers to hire and provide significant training for such unemployed veterans.

Under this program, the United States government will reimburse an employer for training costs in an amount not to exceed 50 percent of a veteran's starting wage, up to a maximum reimbursement of $10,000. An employer may receive reimbursement for training a veteran for a maximum period of nine months except in the case of certain veterans who have service-connected disabilities. In these cases employers may receive reimbursement for a period of up to 15 months.

The VA and the U.S. Department of Labor have joint responsibility for implementing the Emergency Veterans' Job Training Act of 1983. In general, the VA has primary responsibility for approving employer programs, for determining the eligibility of veterans and for administering funds. The Department of Labor has primary responsibility for the development of employment and training opportunities and for job placement. Both agencies cooperate in the provision of outreach and public information efforts and the furnishing of employment counseling, with the VA focusing its efforts towards veterans and the Department of Labor focusing its efforts towards employers.

EVALUATION OF THE EVJTA PROGRAM

The purpose of the evaluation is to measure the degree to which the goal of the program has been achieved. The evaluation objective is to measure the net employment impact of the program on program participants:

all other factors accounted for, are those veterans who participated in the program better off in terms of labor force status and earnings then they would have been without the program.

The evaluation model compares two groups of veterans: 1) those who are certified as eligible to participate in the program and who receive training (participants), and 2) those who are certified as eligible to participate in the program and who do not receive training (nonparticipants).

Five indicators of labor force status and wages are used to measure net impact: 1) employment rate; 2) weekly wages; 3) hourly wages; 4) hours worked per week; and 5) weeks worked per year.

The analyses performed for this report consider the first four of the indicators. A subsequent follow-up survey of participating veterans, to be made approximately one year beyond the completion of training, will deal with the issue of "long-term" employment outcomes.

This report does not measure net impact of the program. The findings presented herein on post-program employment and earnings are preliminary and tentative because they are based on incomplete survey data and are subject to methodological shortcomings as discussed in Chapter 5.0 of the report. The issue of short-term net impact will be documented in a supplemental report to be delivered to the VA in December 1985.

In addition to net impact of the program, the evaluation effort includes a description of program implementation, an examination of the delivery of program benefits both to veterans and employers, and a description of the training provided. These additional evaluation issues are addressed in this report.

This is the third evaluation report called for by the Senate Committee on Appropriations.[1] The first interim report, dated March 1, 1984, was prepared by the Veterans Administration and addressed the initiation of procedures and the processing of applications under EVJTA. The second interim report, dated May 25, 1984, was prepared by Centaur, and addressed the conduct of training under EVJTA from program beginning, November 29, 1983, through April 16, 1984.

This third report, also prepared by Centaur, documents the evaluation of the overall operation and impacts of the program.

A fourth report will be delivered to the VA in December 1985 documenting the results of analyses of the short-term net impact of the EVJTA program. A fifth report will be delivered to the VA in September 1986 documenting the results of the analyses of the longer term net impact of the EVJTA program.

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[1] Committee on Appropriations, "Report No. 98-275," United States Senate, 98th Congress, 1st Session, Washington, D.C.: October 19, 1983, Pp. 7 and 8.

VETERAN ENTRY TO PARTICIPATION

Data on veteran entry to program participation (entry into a job training program) were derived from the VA's automated and manual data systems and the interim results of an ongoing survey of veterans. The key findings in this area are as follows:

- The manual system used by the VA to produce a weekly report of EVJTA transactions (work measurement) on a cumulative basis, although accurate, has contributed to the creation of a misleading picture of program performance.

The manual reporting system is based on transactions (e.g., number of Certificates of Eligibility issued). From November 1983 through March 1985, approximately 315,000 Certificates of Eligibility had been issued, including those renewed or reissued. The 315,000 certificates had been issued and/or reissued to 246,000 individual veterans (as determined from the individual-based Target Benefits Delivery System). To the extent that data in the manual system are interpreted to represent individuals, the data are misleading.

Effective March 30, 1985, the VA's Target Benefits Delivery System showed a cumulative total of approximately 219,000 nonparticipants (veterans who have been certified as eligible but who have not become participants). More than half of these nonparticipants applied during the early months of the program and may be considered to be inactive. About 86,000 of the nonparticipants applied for certification between July 1, 1984 and March 30, 1985. Since 95 percent of the EVJTA participants entered training within nine months of application, the 86,000 who applied during the most recent nine-month period may be considered to be the active eligibles. Of the 86,000, approximately 51,000 held active Certificates of Eligibility as of March 30, 1985.

- Between July 1, 1984 and March 30, 1985, the rate of certification averaged approximately 9,600 per month and the rate of entry to participation averaged approximately 1,800 per month, a ratio of approximately five to one.

Between October 1, 1983 and June 30, 1984, the certification rate was approximately 15,000 per month, while the entry to participation rate was approximately 1,200 per month, a ratio of approximately 12 to one.

- Approximately 27,000 veterans had entered training positions approved under EVJTA as of March 30, 1985.

Of the 27,000 participants, approximately 11,000 entered the program between November 29, 1983 and June 30, 1984. Approximately 16,000 participants entered the program between July 1, 1984 and March 30, 1985.

- Within VA Regional Office areas, high unemployment rates were associated with relatively high levels of veteran certification; similarly, but to a lesser extent, high unemployment rates also were associated with relatively high levels of veteran participation.

The correlation between high unemployment and high levels of certification is explained by the relatively larger number of veterans available (i.e., unemployed) in areas of high unemployment. The related correlation between high unemployment and relatively higher levels of participation is somewhat more complex. Simply stated, as the unemployment rate rises, the level of participation in EVJTA also rises but the rate of participation in EVJTA (the number of participants divided by the number certified) declines. Therefore, holding other factors constant, more veterans participate in EVJTA in areas with high unemployment rates than in areas with low unemployment. However, because the number certified is so much higher in the areas of high unemployment, the proportion of the certified veterans who participate in these high unemployment areas is lower than the corresponding proportion of certified veterans who participate in low unemployment areas.

- Males and females participated in EVJTA in proportion to their representation among certified eligibles.

There is no evidence of preferential selection of males over females for participation in EVJTA. However, since males comprise over 98 percent of the certified eligibles, they also comprise over 98 percent of the participants.

- Younger veterans were more likely to be selected for participation in EVJTA than older veterans.

There is a slight, but statistically significant, age difference between participants and nonparticipants. Nonparticipants are, on the average, only a little over one year older than participants.

- Whites were more likely than blacks to be selected for participation in EVJTA.

Whites represent about 70 percent of the nonparticipants and about 80 percent of the participants. Blacks represent about 25 percent of the nonparticipants and about 14 percent of the participants. This difference in the probability of participation for blacks and whites is statistically significant. Both Hispanics and Native Americans were selected for participation in rough proportion to their representation among the certified eligibles.

- Better educated veterans were more likely to be selected for EVJTA than less educated veterans.

There is a slight but statistically significant difference in years of education between participants and nonparticipants. On the average, participants had two-tenths of a year more education than nonparticipants.

- Veterans with recent employment experience were more likely to be selected for participation in EVJTA than veterans without recent experience.

The time between last substantial employment (employment of at least six months duration) and application for EVJTA was significantly shorter for participants than for nonparticipants. Similarly, the length of time between most recent employment and application for EVJTA also was shorter for participants than for nonparticipants. Participants had experienced somewhat less unemployment in total than nonparticipants.

- Veterans with service-connected disabilities were no less likely to be selected for EVJTA than nondisabled veterans.

Veterans with service-connected disabilities, particularly those with disabilities rated at 30 percent or above, appear to participate in EVJTA in higher proportions than their representation among the certified eligibles. However, this difference is not statistically significant.

PROGRAM EXPERIENCES AND PROGRAM OUTCOMES FOR PARTICIPATING VETERANS

Data on the program experiences and program outcomes for participating veterans were derived primarily from: 1) automated data from the VA; and 2) the interim results of a survey of certified veterans.

The principal findings in this area are as follows:

- Nearly two-thirds of the participating veterans have been trained in structural work occupations, machine trades, and professional/technical/managerial occupations.

Clerical/sales and service occupations represented additional areas in which a significant amount of training was provided.

- Participating veterans were paid an average of $6.41 per hour while employed in their training positions.

The median program wage was $6.00 per hour.

- Centaur estimates that approximately 44 percent of the participants who entered the program before July 1, 1984 will be recorded as completers (56 percent will be dropouts).

This estimate is based upon information from VA's automated data system regarding the program experiences of those veterans already determined to be completers or dropouts. Based upon the survey of veterans, it is estimated that the completion rate for blacks is 30 percent and for whites is 44 percent.

- Data obtained from both employers and veterans indicate that approximately 40 percent of the dropouts were terminated involuntarily, while the remainder left the program of their own accord.

About 17 percent of the dropouts left their training positions voluntarily in order to accept a better job. An additional 32 percent of the dropouts left their training positions voluntarily because the training experience had not met their expectations. About one percent of the dropouts were terminated by VA at the outset of training because they were determined to be already qualified for the occupation in which training was to be provided. Employers reported that approximately 75 percent of the involuntary terminations were for unsatisfactory performance. Veterans reported the reciprocal result, maintaining that approximately 75 percent of the involuntary terminations were layoffs.

POST-PROGRAM STATUS OF PARTICIPATING VETERANS

Post-program information on participating veterans was available from the interim results of the survey of veterans. Key descriptive findings in this area are as follows:

- Participants employed at the time of the survey earned an average of $310 per week; nonparticipants then employed earned an average of $277 per week.

- Participants who were employed at the time of the survey worked approximately 44 hours per week; nonparticipants then employed worked approximately 39 hours per week.

Key findings of multivariate analyses, which account for differences in the characteristics of participants and nonparticipants, are as follows:

- Participants earn, on the average, $50 per week more than nonparticipants.

This analysis compares all participants and nonparticipants. The difference in earnings is attributable principally to the lower rate of unemployment among participants and the higher number of hours worked per week by participants.

- The earnings difference between participants and nonparticipants is attributable principally to gains experienced by participants who completed their training.

Overall, participants who completed their training earned approximately $86 per week more than nonparticipants, a statistically significant difference; participants who did not complete their training earned approximately $15 per week more than nonparticipants, a difference that was not statistically significant. Participants who completed their training had a 18.9 percent higher probability of employment than nonparticipants; participants who did not complete their training had no higher probability of employment than nonparticipants.

CHARACTERISTICS OF PARTICIPATING AND NONPARTICIPATING EMPLOYERS AND PROGRAM EXPERIENCES OF PARTICIPATING EMPLOYERS

The survey of employers was the chief source of data on the characteristics of participating and nonparticipating employers and the program experiences of participating employers. The key findings in this area are as follows:

- As of March 30, 1985 approximately 36,000 employers had had one or more training programs approved under EVJTA.

Of the 36,000 employers, approximately 18,500, or slightly more than half, had hired one or more certified veterans under EVJTA.

- The majority of employers with training programs approved under EVJTA are small companies, companies that are non-unionized, and companies in the manufacturing, services, construction or retail trade sectors.

The majority of employers (approximately two-thirds) had fewer than 20 employees. Few employers had any positions that were unionized. Over 80 percent of employers were in manufacturing, services, construction or retail trade sectors.

- Employers reported that the training cost reimbursement provided the most powerful incentive to apply for approval of a training program under EVJTA.

The majority of employers cited the availability of a training cost reimbursement as the most important reason they applied for approval, and a majority of employers indicated that they would not have applied for approval if reimbursement of training costs had not been available. This response was made in conjunction with other responses regarding initial involvement with the program in general and with employer approval procedures in particular.

- Based upon their experiences with specific veterans hired under EVJTA, most participating employers reported that they would have hired those veterans even if no training cost reimbursement had been available.

This response was made in conjunction with other responses about specific veterans hired under EVJTA, and reflects satisfaction with the veterans employed. The response does not address the likelihood that an employer would have identified and hired the veterans in the absence of the program.

- Most nonparticipating employers made no offers to hire a veteran under EVJTA.

About one-third of nonparticipating employers offered to employ a veteran under EVJTA but the offer was turned down by the veteran. About two-thirds made no offers to hire a veteran under EVJTA.

- Employers had strongly favorable impressions of EVJTA whether or not they hired a veteran in their training program.

The majority of employers responded that the program was successful in meeting its goal of helping unemployed Korean Conflict and Vietnam era veterans to make the transition from unemployment to permanent, stable employment. Few employers were burdened by the paperwork and processing procedures required as part of their involvement with EVJTA, and participating employers reported a relatively short period for reimbursement of their training costs. Overwhelmingly, participating employers indicated that they would hire another veteran under EVJTA, if they had an opening.

PROGRAM ADMINISTRATION

A review of the administration and implementation of the Emergency Veterans' Job Training Program was based principally upon site visits to state and local VA and Employment Service (Department of Labor) offices in nine States. The key findings in this area are as follows:

- The potential problems that could result from a program with responsibility and authority distributed across several organizations/agencies generally did not exist.

Four factors seemed to account for this finding. First, responsibility and authority were clearly defined in the law and guidelines; moreover, these were assigned based on existing agency expertise so as to avoid "turf" problems and enhance specialization. Second, the essential and critical communication and coordination between, among, and within agencies occurred. Third, the program was given high priority status by all involved organizations. Fourth, strong leadership and coordinated roles of the various involved agencies and organizations enhanced program implementation and minimized duplication of effort.

- The start-up period was critical to the successful implementation of the program.

The start-up period provided an opportunity to work out and coordinate activities among agencies; to develop forms, promotional materials and manuals and to provide training to field staff. Moreover, start-up was a sizeable accomplishment in its own right, given the short time that officials had to plan and carry out the activities.

- When compared to other job training programs, EVJTA has relatively little paperwork and "red tape."

The required paperwork has been handled expeditiously by program personnel. The forms are short and uncomplicated and the training sessions were adequate to teach staff the procedures to deal with the forms and processes. In general, employers reported that the paperwork was not burdensome, that payments were made promptly, and that

Employment Service personnel provided substantive assistance with program procedures.

DIRECT COST OF TRAINING

Centaur has estimated the direct cost of training under EVJTA based on automated data available from the VA.

- Centaur estimates that the direct cost of training for those participants who entered the program before July 1, 1984 will be about $33 million, with an average cost per participant of $3,011.

Direct training expenditures for this group as of March 30, 1985 were about $30 million. Centaur projects that approximately $3 million in additional funds will be expended for those participants who are still recorded in an active status by the time that they either complete the program or drop out. The estimated cost per participant ($3,011) represents Centaur's projected total cost for this group ($32,752,950) divided by the total number of participants (10,879). This per participant estimate is the weighted average of an estimated cost per completer of $4,946 and an estimated cost per dropout of $1,464. The actual costs and the number of completers may vary from Centaur's estimates but the variance is expected to be small.

SUMMARY OF FINDINGS

The salient summary findings of the evaluation are the following:

- In general, the program has been well-managed.

The Veterans Administration and the Department of Labor cooperated, achieved a rapid start-up of the program, and maintained stable program operations since start-up.

- The program has tended to select the most employable among the certified veterans for program participation.

Those selected for participation tended to be younger and better educated. They also tended to have more recent and more positive labor market experiences. Females were selected for participation in equal proportion to their inclusion among the eligibles, blacks in lower proportion than their inclusion among the eligibles, and disabled veterans in slightly higher proportion than their inclusion among the eligibles.

- Centaur estimates that the completion rate for the program is 44 percent and that the dropout rate is 56 percent.

Participants and employers agree that approximately 40 percent of the participants were terminated involuntarily and that the remainder terminated participation of their own accord. These rates have been estimated based upon information from VA's automated data system regarding the experiences to date of approximately 11,000 participants who entered the program prior to July 1, 1984. Veteran survey results indicate that blacks had a significantly lower completion rate than whites.

- Participants had significantly higher earnings per week than nonparticipants.

This preliminary result is based upon multivariate analyses which adjust for differences in characteristics between participants and nonparticipants. The difference in earnings, approximately $50 per week, is accounted for both by a higher rate of employment and a greater number of hours worked per week for participants compared with nonparticipants. The gains in earnings accrue principally to program completers. More conclusive findings in this area will be available upon completion of the survey of veterans.

- Employers generally were favorable in their assessments of the program.

The majority of employers reported that the stipend was the most important factor in their decision to become involved with the program, but the majority of participating employers also reported that they would have hired the veteran participant even if there had been no stipend available. Since most participating employers were small (fewer than 20 employees), they particularly appreciated the lack of burdensome paperwork and the assistance provided by representatives of the Employment Service.

- It is estimated that the direct cost of training is approximately $3,000 per participant.

Ths estimate is based upon payments to employers for approximately 11,000 participants who entered training before July 1, 1984. This cost per participant is a weighted average within which the average cost per dropout is approximately $1,500 and the average cost per completer is approximately $5,000.

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FOREWORD

This report was prepared by Centaur Associates, Inc., under contract to the Veterans Administration. The purpose of the report was to evaluate the effectiveness of the Emergency Veterans' Job Training Program.

The work to produce this report was performed from June 1984 to May 1985. The work included an examination of program implementation and operations, a survey of employers that had been approved to participate in the program, a survey of veterans who had been certified as eligible to participate in the program, statistical analyses and case studies.

Centaur acknowledges the support and cooperation that this work received from staff members at all levels and locations within the Veterans Administration. Particularly noteworthy contributions included that from the VA's data processing units, the VA Regional Offices at which the case studies were undertaken, and the Operations Branch of the Education Service in monitoring and reviewing the work. Centaur also recognizes the staff of the Office of Veterans Employment at the Department of Labor and VETS field people, and state and local Employment Service people for their cooperation and support in the preparation of this report.

From Centaur, Ms. Ellen Brown, Ms. Marilyn DonCarlos and Mr. Jeff Karnes assisted with the survey of employers. Mr. Scott Carlin and Ms. Jennifer Carter created the graphics for several chapters. From RTI, Dr. Alvin Cruze, Mr. Henrick Harwood, Ms. Nancy Monroe and Mr. Paul Moore directed the survey of veterans and developed Chapter 5.0. From CSR, Ms. Barbara Barrett, Ms. Lee Bruno, Mr. Michael Palumbo and Dr. Eric Rice performed the program review and developed Chapter 4.0. Dr. David Finifter, Professor of Economics at the College of William and Mary, designed a multivariate model of program participation and developed Chapter 3.0. Ms. Sharon Smith, Ms. Betty Boyd, Ms. Gwendolyn Campbell and Ms. Zannie Franklin produced the report. Their contributions are gratefully acknowledged.

May 1985
Washington, D.C.

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1.0 INTRODUCTION

This is a report on an evaluation of the operation and impacts of the Emergency Veterans' Job Training Act (EVJTA) Program. This introductory chapter provides: 1) a description of the purpose and objective of the program; 2) a description of program features; 3) the background of the evaluation project (legislative mandate for the evaluation, purpose and objective, the organizations that participated in the evaluation and their responsibilities), and the reports resulting from the evaluation; 4) an overview of the data sources used in the evaluation; and 5) definitions of terms used in this report. In addition, this chapter describes the organization of the remainder of this report including the basic content and purpose of each chapter.

1.1 Purpose and Goal of the Program

The purpose of the Emergency Veterans' Job Training Act (EVJTA) of 1983 (Public Law 98-77, enacted August 15, 1983) is stated in Section 2 of the Act as follows:

> "Sec. 2. The purpose of this Act is to address the problem of severe and continuing unemployment among veterans by providing, in the form of payments to defray the costs of training, incentives to employers to hire and train certain wartime veterans who have been unemployed for long periods of time for stable and permanent positions that involve significant training."

Section 4 of the Act directs the Administrator of the Veterans Administration and the Secretary of Labor to establish a program under EVJTA as follows:

> "Sec. 4(a) The Administrator and, to the extent specifically provided by this Act, the Secretary, shall carry out a program in accordance with this Act to assist eligible veterans in obtaining employment through training for employment in stable and permanent positions that involve significant training. The program shall be carried out through payments to employers who employ and train eligible veterans in such jobs in order to assist such employers in defraying the costs of necessary training.
>
> (b) The Secretary shall carry out the Secretary's responsibilities under this Act through the Assistant Secretary of Labor for Veterans' Employment established under section 2002A of title 38, United States Code."

Broadly stated, the goal of the EVJTA program is to provide stable and permanent employment for Korean Conflict and Vietnam era veterans who have been unemployed for long periods of time.[1] This goal is to be reached by providing monetary incentives to employers to hire and provide significant training for such unemployed veterans.

1.2 Program Features

Under this program, the United States government will reimburse an employer for training costs in an amount not to exceed 50 percent of a veteran's starting wage, up to a maximum reimbursement of $10,000. An employer may receive reimbursement for training a veteran for a maximum period of nine months except in the case of certain veterans who have service-connected disabilities. In these cases, employers may receive reimbursement over a period of up to 15 months, but in no case may reimbursement exceed $10,000 per veteran.

Under the Act, authorization was given for monies to be appropriated to the Veterans Administration (VA) in the amount of $150 million for each of fiscal years 1984 and 1985. Funds for Fiscal Year 1984, in the amount of $150 million, were made available to the VA. Assistance may be paid for any eligible veteran who applied for the program no later than February 28, 1985 and who will begin participation no later than September 1, 1985.[2]

The VA and the U.S. Department of Labor have joint responsibility for implementing the Emergency Veterans' Job Training Act of 1983. In general, the VA has primary responsibility for approving employer programs, for determining the eligibility of veterans and for administering funds. The Department of Labor has primary responsibility for job placement (matching of eligible veterans and approved employers). Both agencies cooperate in the provision of outreach and public information efforts and the furnishing of employment counseling, with the VA focusing its efforts towards veterans and the Department of Labor focusing its efforts towards employers.

---

[1] Eligible veterans are those who served during the Korean Conflict or Vietnam era, and received other than a dishonorable discharge, who are unemployed on, and who have been unemployed for at least 15 of the 20 weeks immediately preceding the date of application for participation in the program.

[2] The original legislation specified that application to the program must be made no later than November 29, 1984 and that participation (in a job training slot) must begin no later than March 1, 1985.

1.3 Evaluation Project Background

This is the third report resulting from the evaluation of the Emergency Veterans' Job Training Act Program as called for by the United States Senate, Committee on Appropriations. The paragraphs which follow discuss the legislative mandate for the evaluation. Subsequent subsections describe the purpose and objective of the evaluation, organizations participating in the evaluation, and the major reports which have been or will be developed as a result of the evaluation.

1.3.1 Legislative Mandate

Senate Report No. 98-275[1] specified that the effectiveness of the Emergency Veterans' Job Training Program be evaluated, stating that:

> "The Committee intends to closely monitor the conduct of the emergency veterans' job training program. To this end the Committee directs the VA to initiate a contract to evaluate the effectiveness of the program. The Committee recommends that the contract include an interim report on the processing of applications, another interim report on the conduct of the training, and a final report. The interim report on the process should be received by the Committee no later than March 1, 1984. The interim report on the training should be received by the Committee no later than June 1, 1984. The final report should be received by the Committee no later than June 1, 1985."

This report is the final report requested by the Senate Commitee on Appropriations to be delivered by June 1, 1985.

1.3.2 Purpose and Objective of the Evaluation

The purpose of the evaluation is to measure the degree to which the goal of the program has been achieved. The evaluation objective is to measure the net employment impact of the program on program participants: all other factors accounted for, are those veterans who participated in the program better off in terms of labor force status and earnings then they would have been without the program?

The evaluation model compares two groups of veterans: 1) those who are certified as eligible to participate in the program and who receive training (participants), and 2) those who are certified as eligible to participate in the program and who do not receive training (nonparticipants).

---

[1] Committee on Appropriations, "Report No. 98-275," United States Senate, 98th Congress, 1st Session, Washington, D.C.: October 19, 1983, Pp. 7 and 8.

No comparison is made between those veterans who are certified to participate in the program and the larger universe of Korean Conflict and Vietnam era veterans. That universe, estimated to be approximately 12.9 million in number,[1] cannot be segregated into subpopulations for sampling purposes because there are not readily available data which identify that subpopulation of veterans who meet the program eligibility criteria but who do not apply for certification.

Five indicators of labor force status and wages are used to measure net impact: 1) employment rate; 2) weekly wages; 3) hourly wages; 4) hours worked per week; and 5) weeks worked per year.

The analyses performed for this report consider only the first four of these indicators. Few if any veterans, in May 1985, are one year beyond the completion of an EVJTA-approved training program given the commencement of program operations in November 1983 and typical program length of nine months. A subsequent follow-up survey of participating veterans, to be performed approximately one year beyond the completion of training, will deal with the issue of "long-term" employment and wage outcomes. A report documenting the longer term findings will be delivered to the VA in September 1986.

This report does not measure net impact of the program. The findings presented herein on post-program employment and earnings are preliminary and tentative because they are based on incomplete survey data and are subject to methodological shortcomings.[2] The issue of short-term net impact will be documented in a supplemental report to be delivered to the VA in December 1985.

In addition to net impact of the program, the evaluation effort includes a description of program implementation (what are the significant management and operational features of the program?); an examination of the delivery of program benefits both to veterans and employers (were program services and benefits distributed in a timely, efficient and effective manner and to whom and where were the benefits distributed?); and an assessment of the significance of training (was the training provided on a full-time basis, did it meet the veterans' expectations and needs, did the veterans complete the program, and if not, why not?) These additional evaluation issues are addressed in this report.

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[1] Office of Information Management and Statistics, U.S. Veterans Administration, "Veteran Population, September 30, 1984," Washington, D.C., November 1984.

[2] These considerations are discussed in Chapter 5.0 of this report.

1.3.3 Participating Organizations and Responsibilities

The contract to evaluate the effectiveness of the Emergency Veterans' Job Training Program was awarded to Centaur Associates, Inc. (Centaur), an independently owned and operated professional consulting firm located in Washington, D.C. The content of this report is the direct responsibility of Centaur. Parts of the evaluation were carried out by two other organizations and one individual operating under subcontract to Centaur.

The responsibilities of Centaur Associates, Inc., as prime contractor, include: 1) design of the evaluation model; 2) conduct of the survey of employers with EVJTA-approved training programs; 3) analysis of program trends based on both manual and automated data maintained by the Veterans Administration; 4) oversight of the work performed under subcontract; and 5) integration of the analytic results from the various study components.

Research Triangle Institute (RTI), a subcontractor to Centaur, was responsible for the design and conduct of the computer-assisted telephone interview survey of veterans who received training under EVJTA. In this effort, RTI: 1) planned the survey and analysis of data collected; 2) designed and pretested the telephone survey questionnaire; 3) designed and selected a sample of veterans using a sampling frame provided by Centaur; 4) designed, prepared and mailed advance letters to sampled veterans; 5) completed over 1,000 interviews with sampled veterans; and 6) prepared survey weights, and conducted descriptive and multivariate analyses of the survey data.

CSR, Inc., a subcontractor to Centaur, had primary responsibility for developing the description of the significant factors in program implementation and administration of the Emergency Veterans' Job Training Act Program. The program description was developed through reviews conducted at nine purposively selected locations at the State and local level. CSR developed the approach for conducting the site visit reviews, developed data collection materials, prepared case study reports, and integrated the individual reviews into an overall program description.

Dr. David Finifter served as a subcontractor to Centaur on an individual basis. Dr. Finifter integrated data from a variety of sources and developed a multivariate model to determine the factors associated with the selection of veterans for entry into the program as active participants. In conjunction with these multivariate analyses, Dr. Finifter also developed descriptive statistics on: 1) the characteristics of certified veterans; 2) the characteristics of the local labor markets within which veterans reside; and 3) geographic variations in the levels of program participation.

1.3.4 Evaluation Reports

This is the third interim report as called for by the Senate Committee on Appropriations.[1] The first interim report, dated March 1, 1984, was prepared by the Veterans Administration. This report addressed the initiation of procedures and the processing of applications under EVJTA. The second interim report, dated May 25, 1984, was prepared by Centaur, and addressed the conduct of training under EVJTA from program beginning, November 29, 1983, through April 16, 1984.

This third report documents the evaluation of the overall operation and impacts of the program, and contains five evaluation components: 1) a review and analysis of manual and automated records on program trends and characteristics; 2) an analysis of factors associated with veterans' participation in the program; 3) a program description addressing program implementation; 4) a survey of employers with training programs approved under EVJTA; and 5) interim results of an ongoing survey of veterans certified under EVJTA.

Two additional reports will be delivered to the VA based upon ongoing evaluative activities. In December, 1985, a supplementary report will be submitted which will include the final results of the survey of veterans, including a short-term net impact analysis of program participation. In September, 1986, a final report will present the results of longer term follow-up surveys of certified veterans and employers approved under EVJTA.

1.4 Overview of Data Sources and Evaluation Topics

The evaluation of the Emergency Veteran's Job Training Act Program is based on analyses of data from four sources. These four sources are: 1) three automated data bases; 2) a telephone survey conducted with a sample of participating and nonparticipating veterans; 3) a telephone survey conducted with a sample of employers with training programs approved under EVJTA; 4) an on-site review of program administration and implementation at a sample of VA Regional Offices and a sample of state and local offices of participating State Employment Security Agencies.

The automated data source comprises two automated data bases maintained by the Veterans Administration and one automated data base maintained by the Department of Labor. The manual reporting system for EVJTA, maintained by VA, was compared with one of the VA's automated data bases, but it was not a primary data source for the evaluation.

Exhibit 1-1 displays some of the major topics discussed in this report and shows which data sources provide information for each topic. The exhibit also references the chapters in which the evaluation topics and the data sources intersect. As shown in Exhibit 1-1, some topics are

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[1] Committee on Appropriations, "Senate Report 98-275" p. 8.

Exhibit 1-1

Matrix of Key Evaluation Topics, Data Sources, and Chapter Numbers

	Data Sources			
Evaluation Topics	Automated Data	Veteran Survey	Employer Survey	Program Review
Veteran Entry to Participation	3	5		
Program Experiences and Program Outcomes for Participating Veterans	2	5	6	
Post-Program Status of Participating Veterans		5		
Characteristics of Participating and Nonparticipating Employers and Program Experiences of Participating Employers			6	
Program Administration			6	4
Direct Cost of Training	2			

covered by more than one data source. For example, information related to veteran entry to participation is available from two data sources and information related to the program experiences and outcomes for participating veterans is available from three data sources.

The information provided by the different data sources may not be entirely consistent. Inconsistencies exist because of the varying perceptions of the different types of individuals involved in EVJTA -- program administrators, certified veterans and approved employers -- in relation to the information available in the automated data bases. For example, responses of veterans (Chapter 5) and responses of employers (Chapter 6) may differ from data recorded in the automated data bases (Chapters 2 and 3). Throughout the report, an effort has been made to cross-reference other sections of the report which address the same topic from a different perspective and to reconcile conflicts among the data sources. However, the reader of this report should keep in mind the four basic data sources upon which the report has been based.

1.5 Definitions

Throughout this report a number of terms are used to classify veterans, employers and job training programs as they pertain to the Act. Definitions of these terms follow:

- Approved Employer -- an employer who has a program (or programs) of job training approved by the VA under the Act;
- Approved Program -- a program which meets the requirements for approval set forth in the Act and which is approved by the VA (see approved employer above);
- Certified -- a veteran who meets the requirements for eligibility set forth in the Act and who has been issued a Certificate of Eligibility by the VA;
- Completer -- a participant for whom available information indicates successful completion of the full training program period.
- Dropout -- a participant for whom available information indicates voluntary or involuntary termination prior to completion of the full training program period.
- Nonparticipant -- a certified veteran who is not yet employed in a training slot with an approved employer;
- Nonparticipating Employer -- an approved employer who has not yet employed a certified veteran (or veterans) in a training slot(s);

- Participant -- a certified veteran who is working in a training slot with an approved employer;
- Participating Employer -- an approved employer who has employed a certified veteran (or veterans) in a training slot(s);
- Participation Rate -- the number of participants (veterans) divided by the number of certified (veterans).
- Training Slot -- a job position within an approved program (there may be one or more slots per program).

1.6 Organization of the Report

The remainder of this report is organized within five chapters and eight appendices. The basic content and purpose of each chapter or appendix is as follows:

- CHAPTER 2.0 -- OVERVIEW OF VETERAN PARTICIPATION, OUTCOMES, AND TRAINING COSTS --describes trends in the program based on manually-generated reports and automated data base files maintained by the Veterans Administration. This chapter also addresses program completion rates, reasons for termination and direct program costs per veteran participant.
- CHAPTER 3.0 -- PARTICIPATION OF VETERANS IN EVJTA -- provides analyses of the characteristics of certified veterans at the national level; the characteristics of the local labor markets in which certified veterans reside; geographic variations in characteristics of certified veterans and rates of program participation; and a multivariate model of national and regional participation levels. Information in this chapter is based on automated data base files maintained by the VA as well as Bureau of Labor Statistics local area unemployment data.
- CHAPTER 4.0 -- A DESCRIPTION OF PROGRAM IMPLEMENTATION -- discusses the administration of the program based on the on-site program review component of the evaluation.
- CHAPTER 5.0 -- PRELIMINARY FINDINGS FROM THE SURVEY OF VETERANS -- presents the results to date of the telephone survey of veterans certified under EVJTA.
- CHAPTER 6.0 -- RESULTS OF THE EMPLOYER SURVEY -- provides the results of the telephone survey of employers with training programs approved under EVJTA. Emphasis is placed upon a comparison between employing organizations that have hired veterans under EVJTA and employing organizations that have not hired veterans under EVJTA.

- TECHNICAL APPENDICES -- eight technical appendices are provided, including: 1) technical background regarding the multivariate analysis of participation, 2) procedures followed in selecting sites for program review field visits, 3) interim results of veteran interviewing and statistical dimensions of the veteran survey results, 4) detailed tabulations of the descriptive statistics generated based upon the interim veteran survey results, 5) documentation of the multivariate analyses of interim veteran survey data regarding the current labor force status of veteran participants, 6) the veteran survey questionnaire, 7) employer sampling procedures and interviewing results, and 8) the employer survey questionnaire.

2.0 OVERVIEW OF VETERAN PARTICIPATION, OUTCOMES, AND TRAINING COSTS

2.1 Introduction

This chapter provides an overview of program activity, with emphasis upon entry to participation, the outcomes of participation and the costs of participation. This introductory section 1) describes the methods and procedures followed in developing the information presented in this chapter; and 2) provides an overview of the organization of the chapter. These two topics are treated in the two subsections which follow.

2.1.1 Methods and Procedures

Most of the data presented in this chapter were derived from an extract of the VA's Target Benefits Delivery System (Target) as of March 30, 1985. For the examination of entry to participation, data from VA's Manual Reporting System on EVJTA activity also were employed. The examination of entry included both those certified veterans who had not entered training positions (nonparticipants) and those certified veterans who had entered training positions (participants). The criterion used to identify participants was the submission by an employer of a Notice of Intent to Employ a Veteran form and the entry of information from that form into the veteran's automated Target record. The entry examination focused upon the rates and timing of entry to participation from program start through March, 1985.

The examination of outcomes and costs is based upon data derived from Target regarding program participants. In addition to focusing upon participants, the examination of outcomes and costs is further restricted to those participants who entered their training positions prior to July 1, 1984.

The automated Target records for the certified veterans included in the examination of entry, outcomes and costs were analyzed using the Statistical Analysis System (SAS). Descriptive statistics (frequencies and crosstabs) were the principal outputs generated.

2.1.2 Organization of the Chapter

This chapter is organized within five major sections, of which this introductory section is the first. The second section presents the results of the examination of entry to participation; the third presents two key features of veteran participation in EVJTA; the fourth presents the results of an examination of outcomes, and the fifth presents the results of an examination of direct training costs.

2.2 Entry to Participation

This section provides a descriptive overview of the basic levels and patterns of entry to participation by certified veterans. Chapter 3.0 provides an analysis of the factors associated with the differing patterns of entry to participation exhibited by certified veterans.

This section is organized within two subsections. The first subsection provides a broad profile of entry to participation in terms of the basic statistics available on program activities relevant to program entry. The second subsection focuses upon timing as a key factor in the series of events leading to entry to participation.

2.2.1 Basic Program Activities and Entry to Participation

Exhibit 2-1 is a summary of the status of program activity at the end of the first calendar quarter of 1985, based upon the two principal sources of program information. The following paragraphs provide a brief introduction to these two data sources.

VA designed and implemented a manual system to report exclusively on EVJTA program activity. Reports are compiled weekly by the VA Central Office based upon information submitted by the 57 VA Regional Offices involved in the program. The Manual Reporting System reports on transactions (e.g., number of certificates of eligibility issued) but does not report on individual veterans (e.g., number of veterans certified).

The Target Benefits Delivery System has been designed and implemented for use with all of the major benefit programs operated by the Department of Veterans Benefits, including EVJTA. Some reports are generated by Target on a semimonthly basis, principally reports relating to the commitment and expenditure of program funds. Target reports information on the basis of individuals, not transactions.

With an understanding of the different bases of the two reporting systems, the information presented from these sources in Exhibit 2-1 may be compared. While the Manual System reflects issuance of over 300,000 certificates of eligibility, Target reflects under 250,000 certified veterans. The difference between these figures is nearly identical to the number of certificates of eligibility issued on a renewal or reapplication basis, according to Target. In other words, approximately one-fourth of the certified veterans received more than one certificate of eligibility as a result of their request for renewal of an active certificate or their reapplication for a new certificate upon expiration of their original certificate.

A similar situation exists with respect to the number of training programs approved, according to the Manual System, and the number of eligible employing organizations, according to Target. While the majority of eligible employers have only one approved training program, a substantial minority have more than one approved program. This accounts for the difference between the transaction-based Manual System and the individual-based Target System.

According to the Manual System, about 27,500 training positions have been filled. According to Target, about 27,000 certified veterans have entered training. The slight difference between these two figures is explained by the fact that a small proportion of participating veterans

Exhibit 2-1

Program Activity Summary

	Manual Reporting System[1]	Target[2]
Certificates of Eligibility Issued	315,370	--
Veterans Certified	--	246,333
Training Programs Approved	45,138	--
Employing Organizations with at Least One Approved Training Program	--	35,996
Employing Organizations Which Have Employed at Least One Veteran in a Training Position	--	18,543
Jobs Filled	27,554	--
Certified Veterans Who Have Entered a Training Position (Participants)	--	27,009
Certified Veterans Who Have Not Entered a Training Position (Nonparticipants)	--	219,224
Nonparticipants with Active Certificates of Eligibility	--	50,938

have entered one training position, dropped out of that position and entered another training position.

The high degree of congruence between the Manual System and Target provides assurance that an accurate picture of the overall levels of program activity is available. For this report the figures provided by Target are used as general indicators of program activity because the numbers of veterans and employing organizations which become involved with the program and benefit from its services are, from an evaluative perspective, more appropriate units of measurement than the number of agency transactions.[1] Using the Target data, it is possible to compute the overall levels of program participation for veterans and employers. Overall, about 11 percent of the veterans certified have participated while about 52 percent of the employers with approved programs have participated.

Data derived from Target provide several indications that the overall rate of veteran participation, taken by itself, may provide a misleading impression of program performance. One data item from Target that provides an alternative perspective is the number of nonparticipants with active Certificates of Eligibility. Although there are nearly 220,000 certified veterans who are nonparticipants, only slightly more than 50,000 of these had active Certificates of Eligibility as of the end of March, 1985. That is, over three-fourths of the nonparticipants on record as of the end of March had not renewed or reapplied for Certificates of Eligibility to maintain an active eligibility status in the program. This indicator is consistent with the information presented in the following subsection regarding the importance of timing with respect to the rate of program participation.

2.2.2 Timing and Entry to Participation

Computing an overall rate of participation by dividing the total number of participants by the total number of eligibles implies an assumption that the eligibles constitute a relatively static "pool" available to the program. However, data from Target serve to confirm observation in the field that entry to eligibility and participation are time-related occurrences, more accurately depicted as a dynamic "flow" into and through the program, than in the static framework of a "pool" of eligibles.

Exhibit 2-2 portrays the distribution of the length of time between date of initial application for the program and date of entry into training

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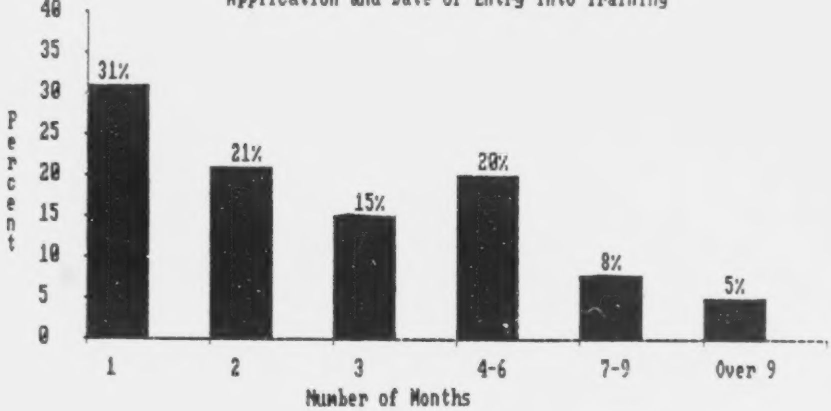
[1] The measure of the number of transactions is useful to the VA in measuring the amount of work performed. It also should be noted that the manual workload report was not intended for program analysis. Rather, it was designed as an internal mechanism for VA to monitor station workloads.

Exhibit 2-2

Distribution of Veteran Participants
According to the Number of Months Between
Application and Date of Entry Into Training



Number of Veteran Participants - 27,009

Source: Target Benefits Delivery
System (As of March 30, 1985),
Department of Veterans Benefits,
Veterans Administration

positions for all veterans who became participants between the inception of the program and March 30, 1985.[1]

Exhibit 2-2 shows that entry to participation follows very quickly after application for many participants. Nearly one-third of the participants entered into training positions within one month of their initial application for a Certificate of Eligibility. Two-thirds of the participants entered into training positions within three months of their initial application, and 95 percent of the participants entered into training positions within nine months of their initial application. Since only five percent of the participants entered into training positions more than nine months after their initial application, it may be questioned whether nonparticipants who have been "on the books" for over three calendar quarters without entering a training position ought to be considered an active part of the pool of program eligibles.

Exhibit 2-3 shows the distribution of nonparticipants according to the calendar quarter in which they initially applied for the program. If nonparticipants who have been in the program longer than nine months are inactive, then only those participants who entered the program in the last three calendar quarters shown in Exhibit 2-3 may be considered active. Over 60 percent of the nonparticipants certified since the inception of the program made their initial application during the first three calendar quarters of the program; less than 40 percent of the certified nonparticipants made their initial application during the three most recent calendar quarters of the program. Therefore, approximately 60 percent of the nonparticipants may be considered to be inactive and may be excluded from the pool of eligible veterans considered to be on hand as of March 30, 1985.

In addition to distinguishing between the first three and the last three calendar quarters of program operation with respect to the active eligibility of certified veterans, it also is useful to examine the flow of applications and entries to participation during these two time periods. Exhibit 2-4 presents monthly statistics on the flow of applications and entries to participation during the first nine months (three quarters) of program operations. The exhibit also includes a ratio comparing the rate at which veterans entered certified eligibility status, and the rate at which the certified eligibles entered training positions. Not surprisingly, the overall level of entry to certified eligibility status was very high during this phase of the program, but the overall level of entry to program participation was quite low. The overall ratio between entry to eligibility and entry to participation during this phase of the program was 12 to one.

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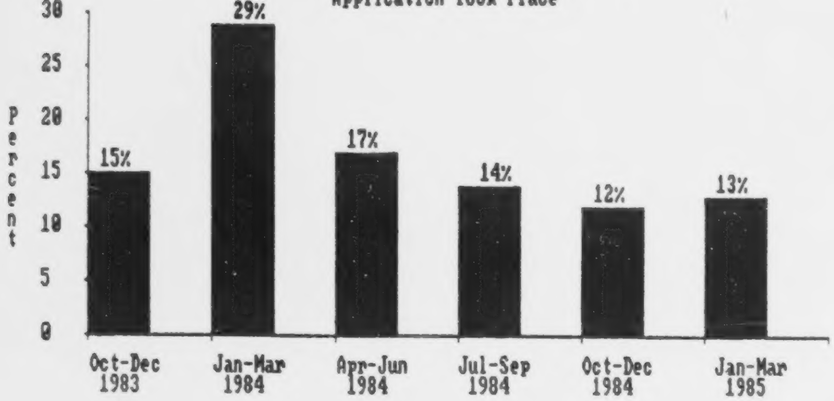
[1] It may be noted that date of application is the earliest date available in the eligibility and entry sequence, since issuance of a Certificate of Eligibility takes place some days following the submission of the application.

Exhibit 2-3

Distribution of Veteran Nonparticipants
According to the Calendar Quarter In Which
Application Took Place



Number of Veteran Nonparticipants - 219,224

Source: Target Benefits Delivery
System (As of March 30, 1985),
Department of Veterans Benefits,
Veterans Administration

Exhibit 2-4

Monthly Flows of Applications and Entries to Participation During the First Three Calendar Quarters of Program Operation

Month/Year	Eligible Veterans Applying[1]	Certified Veterans Entering Training	Ratio
October, 1983	1,825	--	--
November	10,458	19	550:1
December	20,323	157	129:1
January, 1984	26,020	849	31:1
February	19,550	1,197	16:1
March	17,285	1,932	9:1
April	13,884	2,241	6:1
May	11,900	2,261	5:1
June	11,826	2,223	5:1
Total	133,071	10,879	
Monthly Average	14,786	1,209	12:1

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[1] The numbers presented in this column include only those veterans found to be eligible for the program and exclude those veterans who applied and were found to be ineligible.

Source: Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

Exhibit 2-5 presents data on the three most recent calendar quarters of program operations in the same format as Exhibit 2-4. The overall flow of applications during this phase of the program was lower, and the overall flow of entries to participation was higher in comparison with the preceding three quarters. Accordingly, the ratio between those flows during the most recent three quarters was five to one.

Entry to eligibility and participation are more appropriately conceptualized as differential rates of flow, rather than as a proportion served from a static pool of eligibles. Based on these observations, a current perspective on program entry is that, during the three most recent calendar quarters, approximately 86,000 veterans entered certified eligibility status and approximately 16,000 veterans entered training positions, a ratio of five to one in the rates of flow into these two categories of program activity. Accordingly, Centaur submits that the number of certified veterans who have applied within the past nine months provides a useful indication of the number of active eligibles available for participation in the program.

2.2.3 Summary on Entry to Participation

The two preceding subsections have set forth data available from VA's manual and automated systems which relate to entry to EVJTA participation. An issue which has received considerable attention since the inception of the program is the number of veterans who are available for participation in the program but who have not entered training. Different numbers have been used as indicators of the number of veterans in this category. Based upon the data available as of March 30, 1985, it is possible to identify and comment upon four such indicators.

The total of approximately 315,000 certificates of eligibility issued, as reported by the Manual System, is not a useful indicator of unserved veterans, principally because veterans issued Certificates of Eligibility on a renewal or reapplication basis are counted more than once. Further, this number does not exclude those certified veterans who have become participants.

The total of approximately 219,000 veterans who have been certified but who have not entered participation, as reported by Target, corrects the two deficiencies noted above with respect to the number available from the Manual System. However, this total includes all veterans certified since the inception of the program. Accordingly, Centaur regards this as an inappropriate indicator given the number of months the program has been in operation.

Centaur determined that 95 percent of all veterans who have become participants have done so within nine months of their application for the program. Therefore, Centaur submits that it may be useful to consider

Exhibit 2-5

Monthly Flows of Applications and Entries to Participation During the Three Most Recent Calendar Quarters of Program Operation

Month/Year	Eligible Veterans Applying[1]	Certified Veterans Entering Training	Ratio
July, 1984	11,078	2,314	5:1
August	10,770	2,335	5:1
September	8,700	2,029	4:1
October	9,709	2,169	5:1
November	8,672	1,784	5:1
December	7,672	1,422	5:1
January, 1985	11,272	1,752	6:1
February	15,846	1,555	10:1
March	2,434	770	3:1
Total	86,153	16,130	
Monthly Average	9,573	1,792	5:1

The numbers presented in this column include only those veterans found to be eligible for the program and exclude those veterans who applied and were found to be ineligible.

rce: Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

as active all nonparticipating veterans who applied for certification within the preceding nine months and to consider as inactive all nonparticipating veterans who applied for certification more than nine months ago. Applying this criterion, approximately 86,000 nonparticipating veterans may be regarded as active as of March 30, 1985. It should be noted that this number reflects application of an assumption external to the reporting system in order to arrive at a useful indicator of the number of eligible veterans available for participation.

A final number that may be used as an indicator of veterans available for participation is the count of approximately 51,000 veterans who had active Certificates of Eligibility as of March 30, 1985. The distinction between nonparticipants who have active or expired Certificates of Eligibility is internal to the Target System. However, this distinction is somewhat artificial because veterans with expired certificates can reapply for reissuance of a Certificate of Eligibility if they have a participation opportunity.

In considering the four indicators presented above, two summary points may be made. First, the latter numbers (86,000 and 51,000) appear to be more accurate and more useful indicators of the eligible veterans available for EVJTA than the former numbers (315,000 and 219,000). Second, broad experience with the program (including the field visit experience described in Chapter 4) provides an important context for interpreting these two indicators of the number of veterans available for participation in the program. Simply stated, neither indicator is perfect. Each of the two indicators includes some veterans who no longer are available and excludes some veterans who still are available. The relative contribution of these two conflicting sources of error is not known, and hence, it is impossible to determine which of the two indicators more closely approximates the true situation. However, Centaur has concluded that, on balance, the two smaller indicators (86,000 and 51,000) are more useful and more accurate than the other two indicators (315,000 and 219,000).

2.3 Key Features of Program Participation

This section sets forth two key features of those training programs which participants had entered as of March 30, 1985. First, the occupational areas in which training has been provided are identified. Second, the wages paid participants during the course of their training are described.

2.3.1 Occupational Areas of Training

Exhibit 2-6 presents the distribution of participants according to the major occupational categories in which training has been provided. These categories are based upon the first digit of the nine digit occupational codes assigned in the Dictionary of Occupational Titles. It may be observed that nearly half of the participating veterans have been trained in structural work occupations and machine trades. Similarly,

Exhibit 2-6

Occupational Categories in Which Veteran Participants Had Been Employed as of March 30, 1985

Occupational Category[1]	Number of Veterans	Percent
Structural Work	6,624	25
Machine Trades	5,954	22
Professional, Technical and Managerial	5,137	18
Clerical and Sales	2,955	11
Service	2,158	8
Benchwork	1,864	7
Miscellaneous	1,225	5
Processing	819	3
Agricultural, Fishery, Forestry, and Related	273	1
Total	27,009	100

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[1] Based on first digit of codes in the Dictionary of Occupational Titles, U.S. Department of Labor, Employment and Training Administration, Fourth Edition, 1977.

Source: Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

over a third of the participants have been trained in professional/technical/managerial, clerical/sales, and service occupations. The other four occupational categories taken together account for the training provided to the remaining one-sixth of the participants.

2.3.2 Hourly Wages Paid During Training

Exhibit 2-7 presents the distribution of the hourly wages paid to participants during the course of their training. Three-fourths of the participants received wages between $4.00 and $7.99 per hour. The average wage paid participants was $6.41. Since this average tends to be skewed upward by a relatively small number of participants who received relatively high wages, the median wage of $6.00 per hour also provides a useful perspective on the wage levels generally available to EVJTA participants.

2.4 Outcomes of Participation

This section treats program outcomes within five subsections. The first describes the time frame for entry to participation which was selected for the examination of outcomes. The second presents the basic outcomes achieved by the cohort selected for examination. The third sets forth the principal reasons for termination provided by dropouts and their employers, and also describes the points in time during program participation at which dropping out tended to occur. The fourth compares the various outcome groups with respect to some basic characteristics recorded in Target. The fifth subsection sets forth some assumptions which may be used to develop estimated projections of the final dropout and completion rates for participants who entered training prior to July 1, 1984.

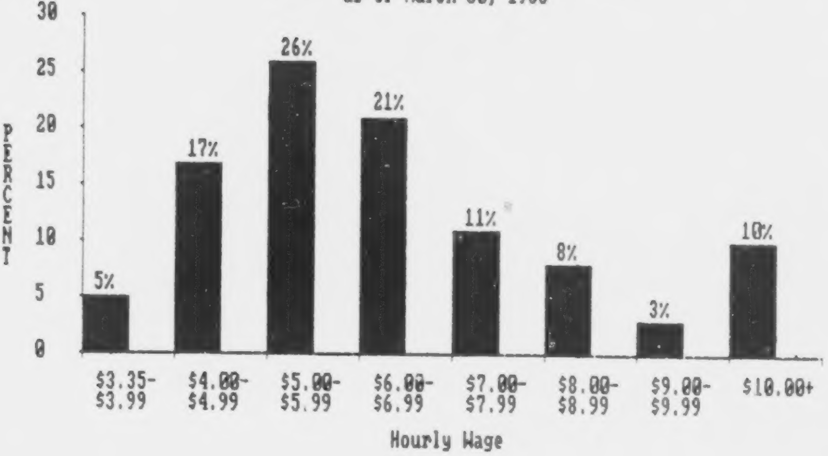
2.4.1 Entry Period for the Examination of Outcomes

The data used in this examination of outcomes were derived from the Target System as of March 30, 1985. A total of 27,009 veterans had entered training positions at that point. Not all of these participants were included in the examination of outcomes. Rather, the examination of outcomes was restricted to the 10,879 participants who had entered their training positions prior to July 1, 1984.

The selection of the entry time frame for the examination of outcomes and costs was based upon three considerations. First, since the length of a typical training program is nine months, the time frame had to be chosen to permit a significant proportion of the participants to achieve program outcome (completion or dropout). Second, the entry time frame had to provide a balanced view of the program. The level of veteran entry into training positions reached in March of 1984 is typical of program performance since that time. Inclusion of program entrants from the first full calendar quarter of "normal" program operations (April-June, 1984) in the examination of outcomes and costs ensures that the examination of outcomes and costs does not place undue reliance upon the relatively small number of certified veterans who entered participation

Exhibit 2-7

Hourly Wages of Veteran Participants
as of March 30, 1985



Mean $6.41
Median $6.00

Total Participants = 27,009

Source: Target Benefits Delivery System
(as of March 30, 1985), Department of
Veterans Benefits, Veterans Administration

under the atypical conditions prevailing during the start-up phase of the program. Finally, the entry period selected for the examination of outcomes and costs coincides with the entry period selected for the survey of veterans (see Chapter 5.0) which is being conducted under this project.

2.4.2 Outcomes Achieved

Exhibit 2-8 shows the basic outcomes, as of March 30, 1985, achieved by the participating veterans who entered training prior to July 1, 1984. The contrast between the proportion of completers and the proportion of dropouts is the most evident feature of Exhibit 2-8. However, the underlying dropout and completion rates are not as divergent as this exhibit might suggest. Dropping out tends to take place relatively early in the participation period, whereas completion does not occur until the conclusion of the training period. Thus, the dropout category reaches significant proportions much more rapidly than the completer category.

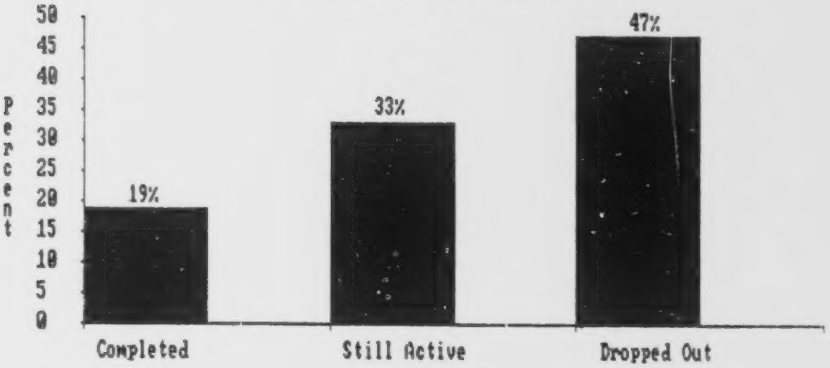
This pattern of differential growth in the size of the outcome categories at different points in time is confirmed in Exhibit 2-9. This exhibit shows that the majority of dropouts remain in their training positions for three months or less, whereas the majority of completers remain in their training positions for seven to nine months (most for nine months, in accord with the typical length of training). Exhibit 2-9 also reveals that the majority of the active participants, like the completers, have been in their training positions for seven to nine months. Since the dropout rates are relatively low at this point in the participation period, it may be expected that those participants who are still active will contribute to a substantial increase in the size of the completer category during the months ahead, and will make much more modest contributions to the size of the dropout category during this same time period.

2.4.3 Reasons for Dropping Out and Points in Time at which Dropping Out Took Place

Exhibit 2-10 presents the reasons recorded in Target for dropouts. Nearly one-half of the dropouts were reported to have quit their training positions while over one-fourth were reported to have been terminated by their employers for unsatisfactory performance. Approximately 10 percent were laid off and a similar proportion were terminated for "other" reasons. A small proportion were disqualified from the training position by VA staff because they were regarded as already possessing the necessary qualifications and experience in the occupation for which they were to have been trained. Combining the "fired," "laid off," and "qualified" categories, it appears that approximately 40 percent of the participants were terminated involuntarily, while the remaining 60 percent appear to have terminated their participation of their own accord.

Exhibit 2-8

Outcome Status As Of March 30,1985
For Participants Who Entered Training
Positions Before July 1, 1984

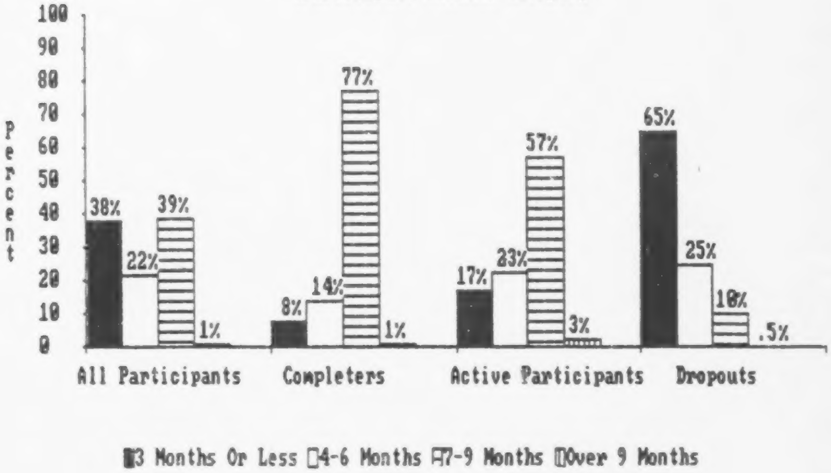


Number Of Participants - 10,879

Source: Target Benefits Delivery
System (As of March 30, 1985),
Department of Veterans Benefits,
Veterans Administration

Exhibit 2-9

Length Of Participation For Each Participant Outcome Category

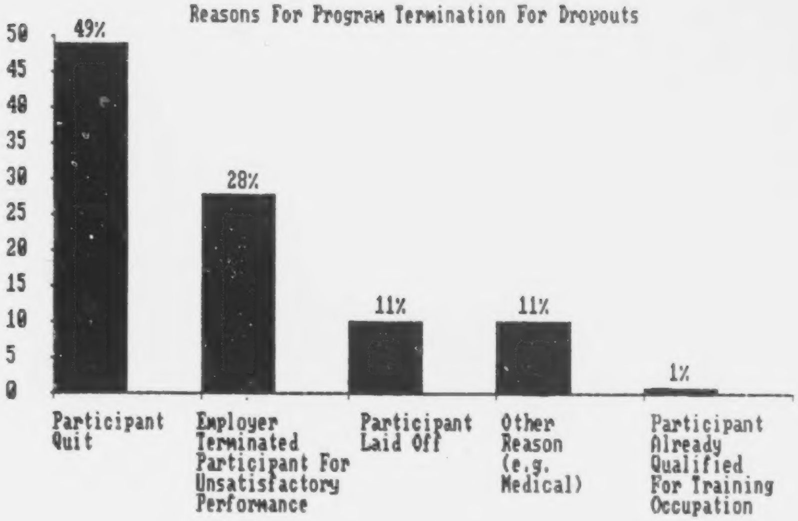


	Number	Mean Number Of Months	Median Number Of Months
All Participants	10,879	4.8	4.9
Completers	2,110	8.0	9.0
Active Participants	3,629	6.2	6.8
Dropouts	5,140	2.6	2.0

Source: Target Benefits Delivery
System (As of March 30, 1985),
Department of Veterans Benefits,
Veterans Administration

Exhibit 2-10

Reasons For Program Termination For Dropouts



Number Of Dropouts - 4,329

Source: Target Benefits Delivery System (As of March 30, 1985), Department of Veterans Benefits, Veterans Administration

The data in Exhibit 2-10 may be compared with related data from the veteran survey, presented in Exhibit 5-15. The data in Exhibit 2-10 reflect the views of the employers, whereas the data in Exhibit 5-15 reflect the views of the participants. Aside from the use of different methods of categorizing the reasons, the principal differences between these two sources relate to the "fired" and "laid-off" categories. Veterans reported a similar overall proportion of involuntary terminations (42 percent). However, within the broad involuntary termination category, veterans maintained that approximately three-fourths (73 percent) of these involuntary terminations were layoffs. In contrast, the employer point of view, as presented in Exhibit 2-10, is that only slightly over one-fourth (28 percent) of the involuntary terminations were layoffs.

Exhibit 2-11 presents the distribution of dropouts for those who entered training before July 1, 1984, and who are identified in the Target System as dropouts,[1] according to the month during which termination took place. For nearly two-thirds of the dropouts, termination took place during the first three months of participation. For nearly one-fifth of the dropouts, termination took place before substantive program participation ever began. For the vast majority of these individuals, the reason for termination is unknown, in most cases because no action was taken by the employer or veteran to record the termination, and in some cases because no reason for termination was provided.

Several possibilities exist with respect to these very early dropouts. First, it is possible that some of these individuals never entered their training positions because their prospective employers withdrew the offers of employment. Second, it is possible that some of these individuals were "no-shows." Finally, it is possible that these individuals were employed for a short time but their employers never bothered to request reimbursement for the allowable portion of the wages paid.

2.4.4 Characteristics of Participant Outcome Groups

This subsection compares the characteristics of the three participant outcome groups (completers, active participants, and dropouts). The purpose of these comparisons is to determine whether certain characteristics are associated with certain outcomes.

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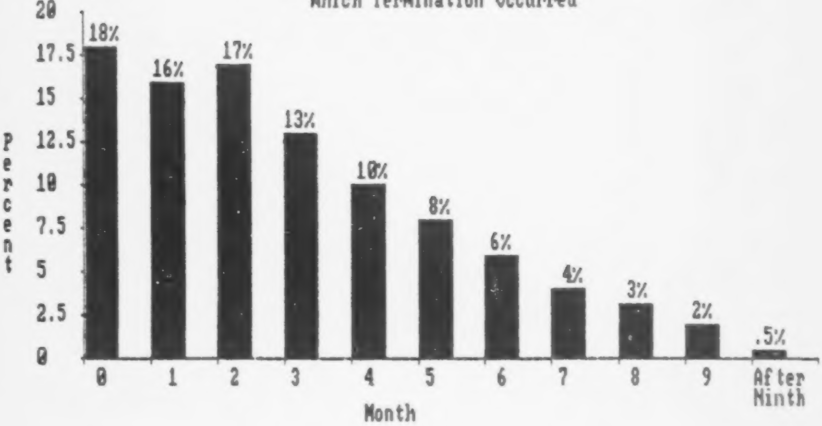
[1] A certain number of those who entered training prior to July 1, 1984, and who are still listed in the Target System as active participants, are likely to become dropouts. Because many dropouts have not been reported in a timely manner (or at all), those dropouts are expected to be distributed in the same way as are the known dropouts, that is, the total number of dropouts will increase but the distribution will not change significantly.

Exhibit 2-11

Dropouts By Month Of Participation In Which Termination Occurred



Number of Dropouts - 5,140

Source: Target Benefits Delivery System (As of March 30, 1985), Department of Veterans Benefits, Veterans Administration

Two points may be noted as an introduction to the findings presented in this section. First, the examination of differences presented in this section is confined to an examination of the differences among three outcome categories of participating veterans. Broader comparisons of the differences between participating and nonparticipating veterans are presented in Chapter 3. Second, certain exhibits presented in conjunction with this section (Exhibits 2-12 through 2-15) provide a graphic representation of the proportions for each of the three outcome categories, as well as a graphic representation of the proportions for all participants examined. The proportion for all participants provides a readily available indication of the proportions which would be expected for the three outcome categories, if there were no systematic differences among the categories. Therefore, the use of the term "expected" in the narrative accompanying these exhibits refers to the proportion exhibited by all participants.

Exhibit 2-12 depicts the participant outcomes by VA region. (See Exhibit A-3 in Appendix A for a map depicting the three VA regions.) Region 1 (the Eastern Region) has a slightly higher than expected proportion of completers. Region 2 (the Central Region) has slightly higher than expected proportions of completers and active participants, and a slightly lower than expected proportion of dropouts. Region 3 (the Western Region) has a slightly lower than expected proportion of completers and active participants and a slightly higher than expected proportion of dropouts.

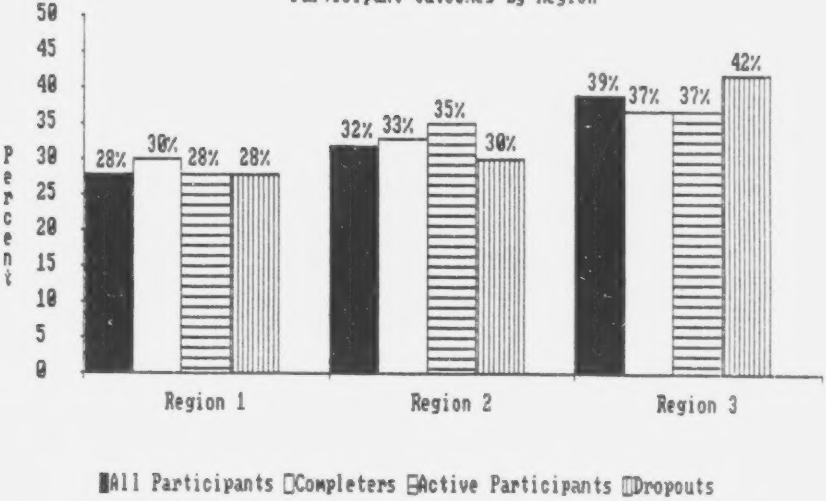
The participant outcome groups were examined for potential differences in the male-female composition of the groups. No meaningful differences in male-female composition were observed across the various outcome groups. Males uniformly comprised about 98.5 percent of each group, and females uniformly comprised about 1.5 percent.

Exhibit 2-13 presents participant outcomes by level of education. Those with less than 12 years have a slightly lower than expected proportion of completers and those with more than 12 years have a slightly higher than expected proportion of completers.

Exhibit 2-14 sets forth the participant outcomes by level of disability. The higher than expected proportion of completers with no disability and the lower than expected proportion of completers with a service-connected disability of 30 percent or more do not represent real differences in outcomes according to level of disability. Rather, these apparent differences are attributable principally to the fact that certified veterans with 30 percent disability or more are entitled to a maximum of 15 months of training. Veterans with no disability are restricted to a maximum of nine months of training. Veterans with a disability rated at 10 or 20 percent are restricted to a maximum of nine months of training unless they are determined to have an employment handicap, in which case they are entitled to the longer maximum of 15 months of training.

Exhibit 2-12

Participant Outcomes By Region

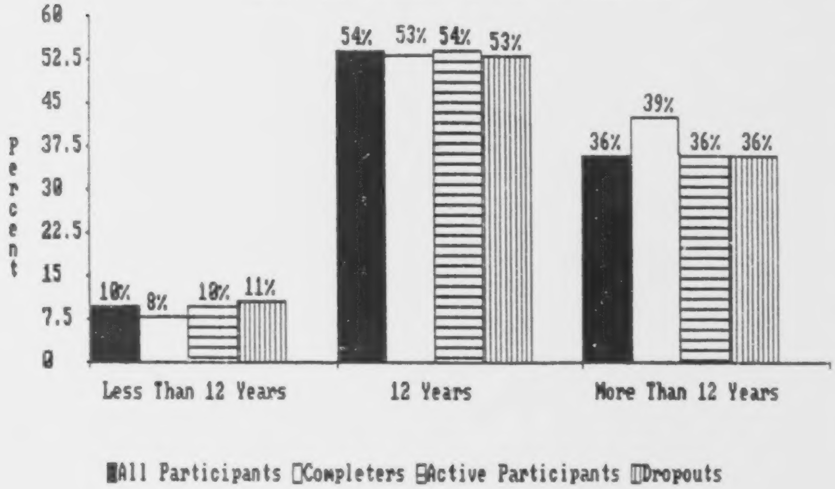


Number Of Participants	10,879
Number Of Completers	2,110
Number Of Active Participants	3,629
Number Of Dropouts	5,140

Source: Target Benefits Delivery System (As of March 30, 1985), Department of Veterans Benefits, Veterans Administration

Exhibit 2-13

Participant Outcomes By Level Of Education

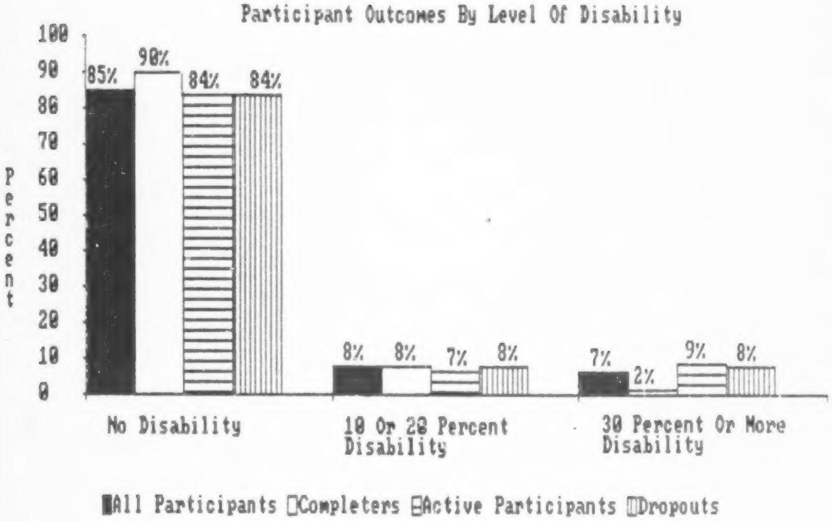


	Number	Mean Years Of Education	Median Years Of Education
All Participants	10,688	12.7	12
Completers	2,082	12.8	12
Active Participants	3,563	12.7	12
Dropouts	5,043	12.6	12

Source: Target Benefits Delivery
System (As of March 30, 1985),
Department of Veterans Benefits,
Veterans Administration

Exhibit 2-14

Participant Outcomes By Level Of Disability



Number Of Participants	10,879
Number Of Completers	2,110
Number Of Active Participants	3,629
Number Of Dropouts	5,140

Source: Target Benefits Delivery
System (As of March 30, 1985),
Department of Veterans Benefits,
Veterans Administration

Accordingly, those with no disability appear to have completed in higher than expected proportions while those with 30 percent disability or more appear to have completed in lower than expected proportions, simply because of the longer duration of training for the latter group. The key similarity across the three levels of disability is a proportion of dropouts that is roughly equal to the level expected for each disability level.

Exhibit 2-15 presents participant outcomes according to the length of time between last significant employment (employment of six months duration or more) and application for a certificate of eligibility. Those for whom it had been one to three years since last significant employment had a slightly higher than expected proportion of completers, whereas those for whom it had been over three years since last significant employment had a slightly lower than expected proportion of completers.

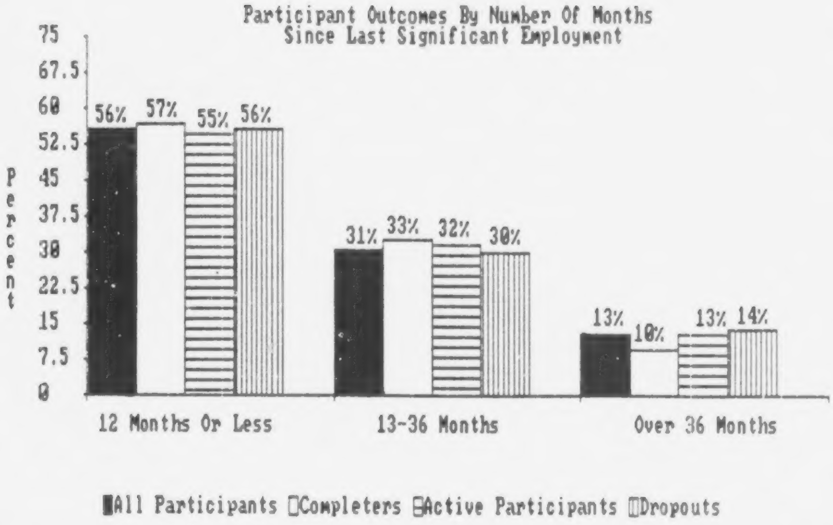
Exhibit 2-16 displays the average hourly wage received during participation by each of the participant outcome groups. The lower average wage received by those who dropped out suggests that a lower program wage level is a factor which plays a role in the decision to drop out of the program.

2.4.5 Estimation of Overall Completion and Dropout Rates

As portrayed in Exhibit 2-8, approximately one-third of the participants included in the examination of outcomes were still recorded in Target as active participants as of March 30, 1985. Since the majority of the training programs do not exceed nine months in length, and since, by definition in the time period under study, all veterans entered their training by July 1, 1984, it would be expected that a greater proportion would have achieved final outcome status (completion or dropout) by March 30, 1985. However, an examination of Target data revealed a substantial delay between the completion or dropout date itself, and the date on which this information was entered into Target. This delay occurs because entry of outcome information into Target is dependent upon employer submission to VA of the Certificate of Training form (invoice) for the final period of participation.

The time lag in the recording of outcome information makes it difficult to determine the dropout and completion rates, since the outcome status of the active participants cannot yet be determined. However, it is possible to develop assumptions regarding the completion and dropout rates which may be expected for the active participants. Based upon these expected completion and dropout rates, the total number of active participants may be allocated to the completion and dropout categories. Based upon this allocation, the known and the estimated completion and dropout levels may be combined to yield overall estimates of the completion and dropout rates.

Exhibit 2-15



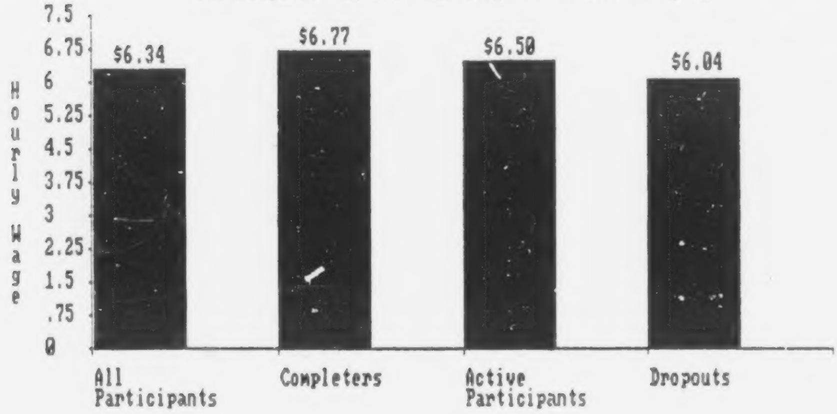
Participant Outcomes By Number Of Months Since Last Significant Employment

	Number	Mean Number Of Months	Median Number Of Months
All Participants	10,879	18.7	11
Completers	2,110	17.4	10
Active Participants	3,629	18.8	11
Dropouts	5,140	19.1	11

Source: Target Benefits Delivery System (As of March 30, 1985), Department of Veterans Benefits, Veterans Administration

Exhibit 2-16

Average Hourly Wage Received During Program Participation By Each Participant Outcome Category



Number Of Participants	10,879
Number Of Completers	2,110
Number Of Active Participants	3,629
Number Of Dropouts	5,140

Source: Target Benefits Delivery System (As of March 30, 1985), Department of Veterans Benefits, Veterans Administration

Two factors must be considered in developing assumptions for the estimated completion and dropout rates for the active participants. First, for those active participants still involved in training programs, estimates of the rate at which they may be expected to complete and drop out must be incorporated into the assumptions. Since the majority of the active participants are in the later months of their training program, their rate of completion may be expected to be relatively high and their dropout rate may be expected to be correspondingly low.

The second factor to be considered is the time lag in recording terminations in Target, and the related (apparent) tendency toward underreporting of terminations by Target. The underlying reason for this tendency is the apparent failure of some participating employers to submit information on termination on the Certification of Training form, which is essentially the participating employer's invoice to the VA for reimbursement of training costs.

If a participating veteran completes training or drops out prior to completion, the employer may submit a Certification of Training form which requests the training cost reimbursement due, and which reports the termination, or the employer may submit a Certification of Training form which requests reimbursement but which does not indicate the termination. Since the employer is required to indicate on the form that training is continuing, this second alternative may occur in instances in which the individual preparing the form completes the form without noticing or realizing that termination information is to be provided. A third possibility is that a participating employer may not bother to submit the final Certification of Training form, particularly if the amount of the training cost reimbursement due is relatively low. In this instance, as in the second, the occurrence of a termination from the program goes unrecorded in Target.

VA has recognized the underreporting of terminations in Target and has taken action to remedy this problem. On March 27, 1985, VA issued Appendix I to DVB Circular 20-83-25. This issuance describes procedures to be followed to ensure that all terminations are recorded in Target. For each VA Regional Office, Target now generates a list of employers whose submission of a Certification of Training form is two months or more overdue. Based upon that list, the Educational Liaison Representative in each Regional Office is to take the necessary initiatives, by letter and by telephone, to ensure that the training outcome is recorded in Target.

Since VA's new procedures were not implemented until March 27, 1985 and since the data upon which this examination of outcome is based was extracted from Target on March 30, 1985, the new procedures were not in place at the time of the present review. Accordingly, for the present report, participants who entered training slots prior to July 1, 1984 and who were recorded as still active on March 30, 1985 were examined to estimate: 1) the extent to which this group of participants appears to include unrecorded terminations, and 2) the completion and dropout rates which may be expected for those in the active participant category who appear to be involved in ongoing training. Since both these types of estimates involve a measure of uncertainty, a range of completion and dropout rate assumptions was developed and the one that appeared most likely for the purpose of estimating the overall completion and dropout rates for the present examination of outcomes was selected.

Based upon an examination of the participants recorded as still active, it was concluded that the rate of completion for this group might be as high as 85 percent, or as low as 65 percent. A most likely estimate of the completion rate for this group is expected to be approximately 75 percent.[1] Exhibit 2-17 presents the implications of these three assumptions in terms of the levels and rates of completion and dropping out. The 75 percent level of completion of active participants was selected as the most appropriate and most reasonable assumption for the purposes of this examination of outcomes.

2.5 Direct Costs of Participation

This section presents information on the direct training reimbursement costs incurred by VA for training provided to the participants selected for inclusion in the examination of outcomes and costs. The costs reported in this section include only the direct reimbursements of training costs made to the participating employers. The direct costs of training addressed in this section correspond to the legislative authorization and appropriations for this program. Of the total of $150 million appropriated for the program, up to $25 million was reserved to fund vocational training programs, with the remaining $125 million earmarked specifically for the reimbursement of training costs incurred by

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[1] The estimates were made by examining information from Target on the last date of reported activity and length of time in program for those veterans who entered training prior to July 1, 1984 and who were still reported as active participants on March 30, 1985. Dropouts tend to leave the program within the first few months after entry (mean of 2.6 and median of 2.0 months in program); completers tend to stay in the program for approximately nine months (mean of 8.0 months and median of 9.0 months). These known "tendencies" were applied to the pool of active participants to sort the pool into likely completers and likely dropouts based on length of stay in program and last date of activity reported by employer.

Exhibit 2-17

Estimates of Overall Completion Levels and Rates Based upon Three Assumptions of Completion Rates for Active Participants[1]

Outcome Categories	65 Percent Completion by Actives	75 Percent Completion by Actives	85 Percent Completion by Actives
Current Completers	2,110	2,110	2,110
Estimated Completers	2,359	2,722	3,085
Estimated Total Completers	4,469	4,832	5,195
Current Dropouts	5,140	5,140	5,140
Estimated Dropouts	1,270	907	544
Estimated Total Dropouts	6,410	6,047	5,684
Total Number of Participants	10,879	10,879	10,879
Estimated Completion Rate	41%	44%	48%
Estimated Dropout Rate	59%	56%	52%

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[1] The estimates were made by examining information from Target on the last date of reported activity and length of time in program for those veterans who entered training prior to July 1, 1984 and who were still reported as active participants on March 30, 1985. Dropouts tend to leave the program within the first few months after entry (mean of 2.6 and median of 2.0 months in program); completers tend to stay in the program for approximately nine months (mean of 8.0 months and median of 9.0 months). These known "tendencies" were applied to the pool of active participants to sort the pool into likely completers and likely dropouts based on length of stay in program and last date of activity reported by employer.

Source: Centaur Associates, Inc., based on data from Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

those employers that hired certified veterans in approved on-the-job training programs.[1,2]

Authorization and appropriations for EVJTA did not include any funds for personnel, administration, or other indirect costs incurred by VA or DOL in administering the program. Rather, VA and DOL were instructed by Congress to operate the program with the existing personnel and adminstrative resources available to the respective agencies.

Exhibit 2-18 presents the average level of expenditure as of March 30, 1985 for each of the outcome categories for those veterans recorded in the Target System as either dropouts or completers. Exhibit 2-19 shows the total costs recorded in Target for the identifiable completers and dropouts, as of March 30, 1985. It is these total costs which provided the basis for the average costs for dropouts and completers presented in Exhibit 2-18.

The cost per completer and cost per dropout will be different for those 3,629 persons in the active participant status as of March 30, 1985, for three reasons. First, the average length of time in program for those 2,722 persons expected to complete the program (see estimate, Exhibit 2-17) will be greater than that of those who have already completed (the "early" completers). The total cost per person increases as a function of length of time spent in the program. Hence early completers and dropouts cost less than those who spend longer periods of time in the program. Second, the known dropouts (5,140 persons) include 938 persons for whom no training cost reimbursement payments were made. These 938 "zero" payments skew the "per dropout" cost, downward. And third, the average wage rate ($6.50 per hour) for those 3,629 persons in active participant status is lower than that of early completers ($6.77 per hour) and higher than that of early dropouts ($6.04 per hour).

Exhibit 2-20 shows the estimated costs per completer and dropout for the 3,629 persons in active status as of March 30, 1985. The costs shown reflect adjustments for both length of stay in program and wage rates.

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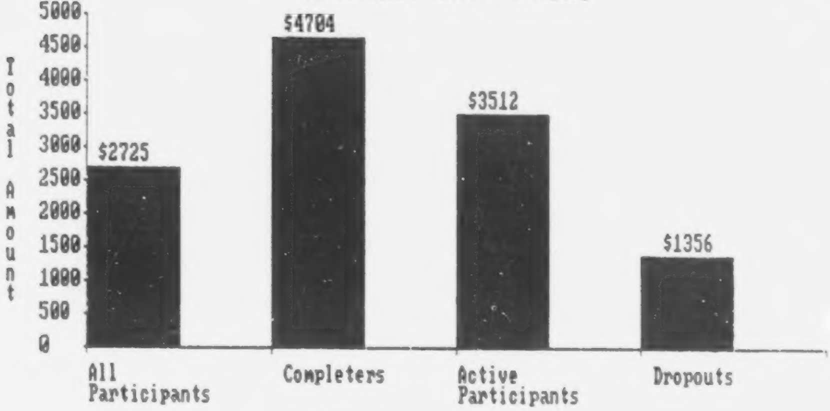
[1] Report on Supplemental Appropriations Bill, 1984, Committee on Appropriations, U.S. Senate, Report No. 98-275, October 19, 1983.

[2] Those funds earmarked for vocational training which were not obligated as of December 31, 1984 were to be returned to the job training fund (as per Report 98-275, cited above). It was reported to Centaur that $20 million had been reserved by VA vocational training programs. Of this $20 million, $9.5 million was expended and $10.5 million was returned to the job training fund, resulting in a total fund for job training of $140.5 million.

Exhibit 2-18

Direct Cost Per Participant For Each Participant Outcome Category



Number Of Participants	10,879
Number Of Completers	2,110
Number Of Active Participants	3,629
Number Of Dropouts	5,140

Source: Target Benefits Delivery System (As of March 30, 1985), Department of Veterans Benefits, Veterans Administration

Exhibit 2-19

Direct Training Costs for Participants Who Entered Training Before July 1, 1984 and Who Completed or Dropped Out by March 30, 1985

Outcome Categories	Number Per Outcome Category	Cost Per Outcome Category	Direct Training Cost
Completers	2,110	$4,704	$9,925,440
Dropouts	5,140	$1,356	$6,969,840
Total	7,250		$16,895,280

Source: Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

Exhibit 2-20

Estimated Direct Training Costs for Participants Who Entered Training Before July 1, 1984 and Who Still Were Recorded as Active on March 30, 1985

Outcome Categories	Estimated Number Per Outcome Category[1]	Estimated Cost Per Outcome Category[2]	Estimated Direct Training Costs
Completers	2,722	$5,134	$13,974,748
Dropouts	907	$2,076	$1,882,932
Total	3,629		$15,857,680

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[1] Based upon assumption of 75 percent completion rate for participants recorded as still active, as shown in Exhibit 2-17.

[2] These costs are based upon known costs for the two outcome categories, as presented in Exhibit 2-19, with an adjustment to reflect the known wage level of those still recorded as active, and a further adjustment to reflect a longer estimated period of training for members of this group.

Source: Centaur Associates, Inc., based upon data available from Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

Exhibit 2-21 shows the combined direct training costs, that is, known costs plus estimated costs. The total estimated direct training costs for the 10,879 persons who became active participants prior to July 1, 1984 is $32.8 million or approximately three thousand dollars per participant.

Exhibit 2-22 shows the estimated direct training costs for completers. Combining known and estimated expenditures for completers, it is projected that approximately $23.9 million will be expended on 4,832 veteran participants in this category for an average cost of approximately $5,000 per completer.

Exhibit 2-23 shows the estimated direct training costs for dropouts. Combining known and estimated expenditures for dropouts, it is projected that approximately $8.9 million will be expended on 6,047 veteran participants in this category for an average cost of approximately $1,500 per dropout.

A final cost indicator that commonly is used for programs of this type involves allocating all costs (including the costs of dropouts) over the total number of completers. If the total estimated direct training costs ($32,752,960) are allocated on the basis of an estimated 4,832 completers, the cost per completer is approximately $6,800 ($6,778).

The total estimated direct training cost and the cost per participant are subject to error in the underlying assumption about length of stay in program. The cost per completer also is subject to this error and to additional error with respect to the assumption regarding the proportion of active participants expected to complete their training. However, Centaur does not expect that the cost estimates presented here will vary much from actual costs.

Exhibit 2-21

Estimated Total Direct Training Costs and Estimated Cost per Participant

Direct Training Costs for Completers and Dropouts[1]	$16,895,280
Estimated Direct Training Costs for Projected Completers and Dropouts[2]	15,857,680
Estimated Total Direct Training Costs	$32,752,960
Estimated Cost Per Participant ($32,752,960/10,879)	$3,011

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[1] From Exhibit 2-19.

[2] From Exhibit 2-20.

Source: Centaur Associates, Inc., based upon data available from Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

Exhibit 2-22

Estimated Direct Training Costs for Completers and Estimated Cost per Completer

Direct Training Costs for Completers[1]	$ 9,925,440
Estimated Direct Training Costs for Projected Completers[2]	13,974,748
Estimated Total Direct Training Costs for Completers	$23,900,188
Estimated Cost Per Completer ($23,900,188/4,832)	$4,946

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[1] From Exhibit 2-19.

[2] From Exhibit 2-20.

Source: Centaur Associates, Inc., based upon data available from Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

Exhibit 2-23

Estimated Direct Training Costs for Dropouts and Estimated Cost per Dropout

Direct Training Costs for Dropouts[1]	$6,969,840
Estimated Direct Training Costs for Projected Dropouts[2]	1,882,932
Estimated Total Direct Training Costs for Dropouts	$8,852,772
Estimated Cost Per Dropout ($8,852,772/6,047)	$1,464

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[1] From Exhibit 2-19.

[2] From Exhibit 2-20.

Source: Centaur Associates, Inc., based upon data available from Target Benefits Delivery System (as of March 30, 1985), Department of Veterans Benefits, Veterans Administration.

2.6 Summary

This section summarizes the key findings presented in this chapter.

- The manual system used by the VA to produce a weekly report of EVJTA transactions (work measurement) on a cumulative basis, has contributed to the creation of a misleading picture of program performance.

The manual reporting system is based on transactions (e.g., number of Certificates of Eligibility issued). From November 1983 through March 1985, approximately 315,000 Certificates of Eligibility had been issued, including those renewed or reissued. The 315,000 certificates had been issued and/or reissued to 246,000 individual veterans. To the extent that data in the manual system are interpreted to represent individuals, the data are misleading. Effective March 30, 1985, the Target System showed a cumulative total of approximately 219,000 nonparticipants (veterans who have been certified as eligible but who have not become participants). More than half of these nonparticipants applied during the very early months of the program and should no longer be considered to be active eligibles. If certified veterans who applied for certification within the preceding nine months are regarded as active eligibles, there were approximately 86,000 active eligibles as of March 30, 1985. Of these, approximately 51,000 had active Certificates of Eligibility at that time.

- EVJTA program data derived from the individual-based Target Benefits Delivery System and the transaction-based EVJTA manual reporting system were found to be consistent.

A comparison of data from these two systems as of the end of March, 1985 indicated that the number of veteran applications approved, according to the manual reporting system, was approximately 28 percent higher than the number of individual veterans recorded in Target. This difference between the two systems reflects the number of individual veterans who have submitted renewals or reapplications for certification. Similarly, the number of employer applications approved (manual system) was about 25 percent higher than the number of employing organizations (Target). This reflects individual employing organizations that have received approval of more than one training program.

- During the three most recent calendar quarters of program operations, the rate of certification has averaged about 9,600 per month and the rate of entry to participation has averaged about 1,800 per month, a ratio of approximately five to one.

During the initial three calendar quarters of program operations, the certification rate was approximately 15,000 per month, while the entry to participation rate was approximately 1,200 per month, a ratio of about 12 to one.

- Approximately 36,000 employing organizations had one or more training programs approved under EVJTA.

Of the 36,000 approved employers, approximately 18,500 had hired one or more certified veterans under EVJTA. Therefore, slightly more than half of the employing organizations approved for EVJTA participation actually had participated in the program.

- Approximately 27,000 veterans had entered training positions approved under EVJTA as of March 30, 1985.

Of this total of 27,000 participants, approximately 11,000 had entered the program during its first three calendar quarters of operation (from program start through June 30, 1984). Approximately 16,000 participants had entered the program during its three most recent calendar quarters of operation (from July 1, 1984 through March 30, 1985).

- Nearly one-half of the participants were trained in structural work occupations and machine trades.

Nearly one-third of participants were trained in the professional/technical/managerial, clerical/sales, and service occupations.

- Participants received an average hourly wage of $6.41 during their training.

Three-fourths of the participants received hourly wages within the $4.00-$7.99 per hour range. The median wage received was $6.00 per hour.

- Of those participants who entered training prior to July 1, 1984, 19 percent had been recorded as program completers by March 30, 1985.

An additional 33 percent were recorded as still active in the program and 47 percent had been recorded as dropouts.

- Centaur estimates that approximately 44 percent of the participants who entered the program before July 1, 1984 will be recorded as completers (56 percent will be dropouts).

This estimate is based upon an examination of those veterans recorded as still active, and a comparison of their program experiences with the program experiences of those already determined to be completers or dropouts.

- About one-half of the dropouts from EVJTA quit the program voluntarily, while slightly over one-fourth were terminated by their employers for unsatisfactory performance.

Approximately 10 percent were laid off and an equal proportion terminated for miscellaneous reasons. About one percent of the dropouts were participants whose training was terminated by the Veterans Administration on the basis that the participant already was qualified for the occupation in which training was to be provided. These reasons for termination reflect information provided by the employers and recorded in Target.

- About one-third of the dropouts left their training positions by the end of the first month of training and an additional one-third left their training positions after the first month but before the end of the third month of training.

Another 25 percent of the dropouts left their training positions between the third and end of the sixth scheduled month of training. The remaining nine percent dropped out after the sixth month of training.

- Completers had received an average hourly wage of $6.77 in their training posititons whereas dropouts had received an average hourly wage of $6.04 in their training positions.

The average hourly wage for all participants who entered training before July 1, 1984 was $6.34 and the average hourly wage for those recorded as still active in their training positions was $6.50.

- Centaur estimates that the direct cost of training for those participants who entered the program before July 1, 1984 will be about $33 million, with an average cost per participant of $3,011.

Direct training expenditures for this group as of March 30, 1985 were about $30 million. Centaur projects that approximately $3 million in additional funds will be expended for those participants who are still recorded in an active status by the time that they either complete the program or drop out. The estimated cost per participant ($3,011) represents Centaur's projected total cost for this group ($32,752,950) divided by the total number of participants (10,879). Similar computations yielded an estimated cost per completer of $4,946 and an estimated cost per dropout of $1,464. The actual costs may vary from Centaur's estimates but the variance is expected to be small.

3.0 PARTICIPATION OF VETERANS IN EVJTA

This chapter addresses the participation of veterans in programs under EVJTA. Specifically, this chapter and its related appendix (Appendix A): 1) quantify some of the general dimensions of program participation (levels and rates for subgroups, over time, and across regions and VA offices); 2) offer a conceptual model of the participation process; and 3) provide evidence relating to this model using multivariate statistical techniques.

3.1 Methods and Procedures

From the beginning of the evaluation project, it was projected that complete survey results which would provide definitive data on program outcomes would not be available in time for submission of the report due to Congress on June 1, 1985. The lack of definitive outcome results is a function of the cumulative amount of time required for the program to attain significant participation levels, for participants to complete a nine-month course of training, for participants to experience a period of time following training during which post-program outcomes can be measured, and for survey data to be collected, analyzed and reported.

In addition to the impact on the analyses of outcomes, the lack of complete survey data also imposes limitations upon the ability to analyze the factors associated with participation. Based upon these considerations, an effort was undertaken to assemble a data base relevant to participation and independent of survey results. With this independent data base, it has been possible to analyze a number of factors relevant to veteran participation within a multivariate framework in time for submission of the report to Congress. In addition, the independent data base provides a useful point of comparison for those analyses of factors relevant to participation which can be conducted based upon interim survey results.

The focus of this chapter is on certified veterans who were recorded as actually having entered the program (referred to below as participants) and certified veterans who did not enter the program (referred to below as nonparticipants). The primary data bases from which the data are derived are 1) Target Benefits Delivery System (Target), 2) Beneficiary Identification and Record Locator Subsystem (BIRLS), and 3) Bureau of Labor Statistics - Local Area Unemployment Statistics (BLS-LAUS). A procedure was used to match veterans' zip codes contained in the Target file with counties and SMSAs and relevant area unemployment statistics from the BLS-LAUS file. The BIRLS file was used to match veterans' age and branch of service.

3.2 General Descriptive Data

Exhibits 3-1 and 3-2 (pages 3-3 and 3-4) provide general data on the characteristics of participants and nonparticipants. The subsections which follow discuss these characteristics.

3.2.1 Characteristics of Males and Females

Based on 177,300 male and 3,110 female veterans certified for the program by November 30, 1984, Exhibit 3-1 provides data on veteran age, education, months since last substantial employment, and the local area unemployment rate. Given the relatively small number of women certified for the program and the fact that women often face different labor market conditions, the analysis throughout much of this chapter is stratified by gender.

As shown in Exhibit 3-1, participants are on average slightly younger and more educated than nonparticipants. Male participants typically resided in areas with a slightly lower unemployment rate than male nonparticipants. Female participants and nonparticipants faced similar unemployment conditions and substantially lower average unemployment rates than males. Participants displayed much shorter average number of months since last substantial employment than nonparticipants.

3.2.2 Participation Rates by Selected Characteristics

Exhibit 3-2 displays the distribution of participants and nonparticipants and participation rates by sex, branch of service, degree of disability, and years of education. As can be seen, the national rate of participation in the program (participants divided by total certified applicants) of 9.7 percent is like most other aggregates or averages in that the figure hides variations across groups within the population. The participation rate was approximately the same for males and females (9.8 percent for males and 9.4 percent for females). However, stratifications given in Exhibit 3-2 indicate a greater variation in participation patterns.

Branch of Service

Participation rates differ substantially by branch of service. Veterans from the Army represent around 43 percent of the total certified applicants for the program but demonstrate a relatively low participation rate of 9.1 percent. Veterans from the Navy, Air Force, and Marines all display participation rates in excess of ten percent and veterans from the Coast Guard, Public Health Service and NOAA had a low participation rate of 8.4 percent. Unfortunately, branch of service was unknown for a large number of veterans. For this group, the rate of participation was 10.5 percent.

Degree of Disability

Degree of disability is directly relevant to program policy in this instance since longer training periods are permitted for veterans with a disability rated at 30 percent or above. (In addition, some veterans with less than 30 percent disability but who are judged to have a serious employment handicap are also given an advantage in the program. However, this cannot be picked up by the data base.) Since veterans

Exhibit 3-1

Means of Selected Interval Variables by Participant Status

Variable	Males		Females	
	Participants (N = 17,310)	Nonparticipants (N = 159,990)	Participants (N = 292)	Nonparticipants (N = 2,818)
Age (in years)[1]	37.5	38.7	34.7	35.8
Education[2] (in years)	12.6	12.4	13.5	13.3
Months Since Last Substantial Employment[2]	19.7[4]	24.4[4]	30.2	34.1
Unemployment Rate in Local Area[3] (percentage)	9.0	9.2	8.6	8.5

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[1] Source: Beneficiary Identification and Record Locator Subsystem (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration: 1984.

[2] Source: Target Benefits Delivery System (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration.

[3] Source: Bureau of Labor Statistics, Local Area Unemployment Statistics (July, 1983 through September, 1984), U.S. Department of Labor: 1984.

[4] The values of the mean number of months since last significant employment reflect a skewed distribution (due to inclusion of some observations with large values). The values of the medians for male participants and nonparticipants are approximately 11 and 14 months respectively. Values of the medians for females are not available.

Exhibit 3-2

Distribution of Selected Categorical Variables by Participant Status

Variable	Participants	Nonparticipants	Participation Rate (percent)
Sex[1]			
Male	17,310	159,990	9.76
Female	292	2,818	9.39
Branch of Service[2]			
Army	6,922	69,320	9.08
Navy	2,615	22,173	10.55
Air Force	2,250	19,981	10.12
Marines	1,748	15,035	10.42
Coast Guard/PHS/NOAA	628	6,859	8.39
Unknown	3,439	29,440	10.46
Disability[1]			
None	14,831	138,300	9.69
10-20 percent	1,486	13,417	9.97
30 percent and above	1,231	10,363	10.62
Education[1]			
Less than 12 years	2,012	23,915	7.76
12 years	9,453	89,425	9.56
More than 12 years	6,137	49,468	11.04

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[1] Source: Target Benefits Delivery System (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration.

[2] Source: Beneficiary Identification and Record Locator Subsystem (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration: 1984.

with 30 percent or greater disability were given an advantage in the program, higher participation rates for this group might be expected. On the other hand, since ultimately employers will determine the employability and trainability of a potential participant, the greater the degree of disability, the less attractive the person may appear to the employer and so the lower the participation rate. As is indicated in Exhibit 3-2, participation rates are somewhat higher for the targeted (30 percent or more disability) group.

Level of Education

The most dramatic variation in participation rates shown in Exhibit 3-2 is by education level. The rate of participation for certified veterans with less than 12 years of schooling (around 15 percent of those certified) was 7.8 percent. Those with 12 years of schooling (around 55 percent of those certified) had a participation rate of 9.6 percent, while those with more than 12 years of schooling (around 30 percent of the certified veterans) had a relatively high participation rate of 11.0 percent. This pattern is consistent with what many observers have found to be a dominant pattern of "creaming." That is, both Employment Service staff and employers will select the "cream of the crop" of certified applicants and years of education is one of the convenient screening devices used for this purpose. In the multivariate analysis below, the strong education-participation relationship shows up as quite important.

3.2.3 Temporal Pattern of Participation

Participation rates differ over time as well as across population subgroups. Exhibit 3-3 contains the cumulative participation rates over a 13 month period starting in November, 1983 and ending November 30, 1984. As would probably be expected, the participation rate rose over the first several months of program operation. By around July or August of 1984, the rate began to peak and then by October and November it began to fall. It should be remembered that while the cumulative number of participants and certified veterans rose throughout the time period, the rate of growth of participants and certified veterans was not uniform. The number of participants grew relative to the number of certified veterans over the first several months and later this growth tapered off.

3.2.4 Regional and VA Office Patterns of Participation

Participation patterns are not uniform across geographical areas. Geographic variations in participation rates were examined within the framework of VA's three broad administrative regions. A map depicting these three regions is presented as Exhibit A-3 in Appendix A. Exhibit 3-3 shows that by November 30, 1984 participation rates were highest in Region 3 (the West) at 11.5 percent, next highest in Region 1 (the East) at 9.3 percent, and lowest in Region 2 (the Central region) at 8.5 percent. In each of the three regions, the participation rate started to decline from its respective peak by November, 1984.

Exhibit 3-3

Cumulative Participation Rates Over Time

Time Period	U.S.	Region 1	Region 2	Region 3
	Participation Rates (percentages)			
November 1983	.81	1.72	.25	1.35
December 1983	1.39	1.10	1.04	2.11
January 1984	3.39	2.90	2.68	4.74
February 1984	4.64	3.88	3.60	6.63
March 1984	6.02	5.22	4.57	8.59
April 1984	7.31	6.74	5.79	9.76
May 1984	8.23	7.82	6.64	10.63
June 1984	9.05	8.72	7.40	11.46
July 1984	9.66	9.38	8.07	11.96
August 1984	10.01	9.68	8.51	12.22
September 1984	10.23	9.89	8.72	12.47
October 1984	10.21	9.85	8.83	12.30
November 1984	9.68	9.34	8.45	11.54

Source: Target Benefits Delivery System (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration.

Exhibit 3-4 contains participation rates (as of November 30, 1984) by VA office. These rates range from San Juan (4.1 percent), Chicago (4.8 percent) and New Orleans (4.9 percent) to Reno (17.0 percent), Muskogee (17.2 percent) and Salt Lake City (17.7 percent). Exhibit 3-4 also contains figures for numbers of participants, certified veterans, the Korean Conflict and Vietnam era veteran populations (in thousands) by VA office, and the residentially-based average unemployment rate by VA office for the month prior to application date.

3.3 A Conceptual Model of the Participation Process

The descriptive statistics regarding program participation presented above served to highlight one most important fact, namely that participation behavior is not uniform across population subgroups, over time, or across geographical areas. In this section, the participation process is presented as a conceptual model which attempts to account for local labor market conditions, participant and nonparticipant personal characteristics, program operations, and employer behavior. Exhibit 3-5 presents a schematic of this process.

The process displayed in Exhibit 3-5 suggests that the number of participants in the program depends on such factors as local economic conditions (measured by the local unemployment rate), individual characteristics of the eligible population (e.g., age, education, race, sex, degree of disability, months since last substantial employment), program operation (both VA offices and Department of Labor ES offices), employer decisions relating to level of demand, acceptability of the trainee pool, and the extent to which the training cost reimbursement provides an adequate incentive for employment. Within Exhibit 3-5, linkages are identified by letters (A, B, C, D, E, F).

Given the number of eligible veterans (Korean Conflict and Vietnam era), the number of certified veterans will depend greatly on local economic conditions. The higher the unemployment rate in the areas served by a given VA office, the greater the number of applicants certified, since nonprogram labor market alternatives tend to be relatively sparse and a larger number will have had the requisite number of weeks of unemployment to qualify for the program.

On the other side of the market, the number of employers who are willing to apply would tend to be fewer when general levels of economic activity are depressed (linkage B). Clearly, linkages A and B also depend on efforts by the VA offices (for linkage A) and the state employment service (for linkage B).

Further in the chain of events, the number of participants supplied (linkage C) obviously depends on the number of certified applicants and this again will be greater if economic conditions are slack, since fewer alternative job opportunities exist in the applicants' labor market area. Linkage D is also related to the level of economic activity. On the one hand, with slack economic conditions, approved employers are

Exhibit 3-4

Number of Korean Conflict/Vietnam Era Veteran Population, Number Certified, Number Participating, and Participation Rates by VA Office

VA Office	Korean/ Vietnam Veterans[1] (in thousands)	Number Certified[2]	Number of Participants[2]	Participation Rates[2] (percentage)	Unemployment Rate[3]
Boston	259	1,421	99	7.0	6.0
Togus	71	772	96	12.4	7.9
Providence	87	1,175	141	12.0	7.0
White Riv.Junct.	31	347	29	8.4	5.8
New York	529	4,704	372	7.9	8.0
Buffalo	234	5,866	617	10.5	8.6
Hartford	176	1,450	146	10.1	4.9
Newark	374	2,896	240	8.3	7.4
Philadelphia	412	5,826	573	9.8	8.9
Pittsburgh	250	6,262	629	10.0	12.8
Baltimore	176	1,840	125	6.8	7.5
Roanoke	260	2,074	231	11.1	6.6
Huntington	99	3,047	286	9.4	16.6
Atlanta	318	2,040	156	7.6	6.6
St. Petersburg	596	4,062	442	10.9	6.8
Winston Salem	308	3,335	345	10.4	7.5
Columbia	169	3,096	315	10.2	7.8
Nashville	254	3,025	288	9.5	9.9
New Orleans	209	2,878	140	4.9	10.0
Montgomery	204	3,711	382	10.3	11.5
Jackson	107	1,627	164	10.1	11.3
Cleveland	599	10,904	768	7.0	10.5
Indianapolis	307	3,077	156	5.1	9.9
Louisville	182	2,362	250	10.6	10.0
Chicago	578	10,792	519	4.8	10.0
Detroit	501	7,323	523	7.1	11.8
Milwaukee	257	5,554	651	11.7	8.7
St. Louis	294	4,619	389	8.4	8.9
Des Moines	162	2,461	158	6.4	7.8
Lincoln	89	937	120	12.8	4.9
St. Paul	231	2,442	218	8.9	8.0
Ft. Harrison	51	848	67	7.9	8.9
Fargo	48	1,051	102	9.7	6.6
Sioux Falls	37	450	35	7.8	5.5
Denver	211	2,472	241	9.8	6.5
Albuquerque	80	1,919	237	12.3	8.6
Salt Lake City	76	1,533	272	17.7	7.2
Cheyenne	37	642	86	13.4	6.8

Exhibit 3-4 (continued)

Number of Korean Conflict/Vietnam Era Veteran Population, Number Certified, Number Participating, and Participation Rates by VA Office

VA Office	Korean/ Vietnam Veterans[1] (in thousands)	Number Certified[2]	Number of Participants[2]	Partici-pation Rates[2] (percentage)	Unem-ployment Rate[3]
San Francisco	588	7,283	679	9.3	10.0
Los Angeles	649	8,761	856	9.8	8.0
Phoenix	179	2,812	424	15.1	6.5
Seattle	328	7,330	746	10.2	10.4
Boise	59	1,260	154	12.2	8.4
Portland	195	3,908	491	12.6	9.9
Waco	451	4,459	640	14.3	6.3
Little Rock	122	2,382	316	13.3	9.5
Muskogee	192	3,390	584	17.2	7.9
Wichita	135	1,765	254	14.4	6.0
Reno	73	1,342	228	17.0	8.0
San Juan	72	1,605	65	4.1	22.4
Honolulu	51	588	44	7.5	5.7
Wilmington	34	581	73	12.6	7.0
Houston	397	6,929	761	11.0	8.6
Juneau	29	879	108	12.3	10.7
Washington, DC	184	962	61	6.3	6.5
Manchester	67	392	52	13.3	4.7
San Diego	187	3,525	487	13.8	7.4

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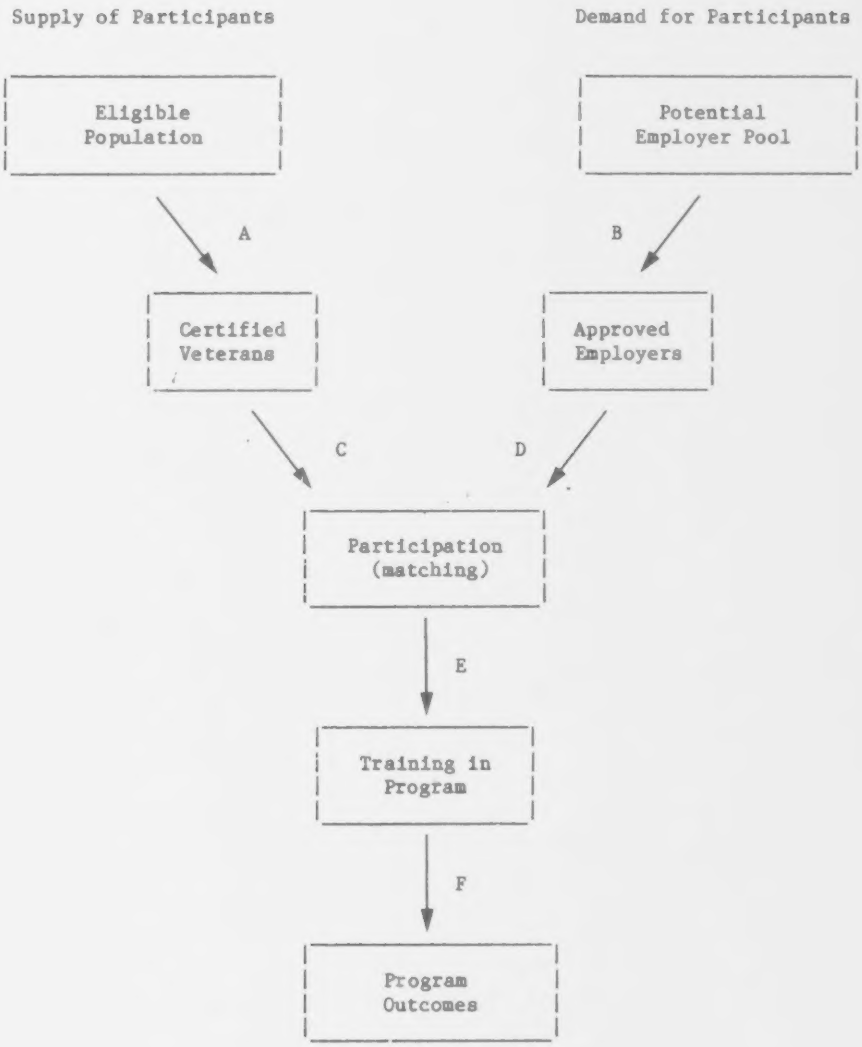
[1] Source: Office of Information Management and Statistics, Veteran Population September 30, 1984, Veterans Administration: 1984.

[2] Source: Target Benefits Delivery System (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration.

[3] Source: Local Area Unemployment Statistics, Bureau of Labor Statistics. These refer to the average unemployment rates at the residence of the veteran, one month prior to each veteran's certification month.

Exhibit 3-5

Model of the Participation Process


Supply of Participants
Demand for Participants
Eligible Population
Potential Employer Pool
A
B
Certified Veterans
Approved Employers
C
D
Participation (matching)
E
Training in Program
F
Program Outcomes

less likely to have any or as many training slots available and so the number of actual matches (participants demanded) will be fewer. On the other hand, during slack economic times, the trainability and employability of the applicant pool tends to be greater and so employers are more likely to take the risk and hire a certified applicant. Linkages C and D also depend on the program operations which facilitate the matching process. Program administrators may choose to target certified applicants for available slots or may choose to "cream" the applicant pool and send on the most employable. Given the involvement of ES offices and the fact that EVJTA is only one of their several functions, it is likely that program operations have a large influence on linkages C and D.

Which of these influences dominates is an empirical question and will be addressed below. The purpose of Exhibit 3-5 is to identify various linkages that help explain participation. It points to the complex role of economic conditions, the importance of veteran applicants' and employer applicants' decisions, the importance of veterans' personal and skill-related characteristics, and the various ways in which program operation and administration can affect participation. Exhibit 3-5 also contains linkage E which relates to the actual training treatment while in the program and linkage F which relates the treatment to program outcomes or impact. Linkage E suggests that the training treatment may differ in quality and intensity across individuals, employers, and VA offices. Linkage F relates program treatment to earnings and other post-program outcomes and this will depend on individual characteristics and labor market conditions at the time of termination and in the post-program period. Linkage E is discussed in the process evaluation portion of this report (Chapter 4.0), while linkage F is the focus of the net impact evaluation under way and discussed in Chapter 5.0 of this report.

3.4 Two Empirical Models of Program Participation

This section describes two types of empirical models, one based on individual veteran data and the other based on data aggregated to the VA office level. These empirical models are based on the conceptual model discussed in Section 3.3. In addition, Appendix A provides a more detailed explanation of the hypotheses which underlie these empirical models. Appendix A also sets forth the regression equations, provides specific definitions of the variables included, and identifies the sources of these variables.

These models do not include all relevant variables since many are unmeasured (e.g., race) and others are essentially unmeasurable (e.g., ability, appearance, and attitude). Nevertheless, certain patterns do emerge which shed light on the participation process.

3.4.1 Individual-Based Model

The Target data base included over 200,000 certified veterans as of November 30, 1984. Given the unwieldiness of such a data set, a ten percent random sample was chosen for the individual-based models for males (17,017 cases). The entire certified population of females (3,000 with valid data on all variables) was used for the individual-based models for females.

Empirical Results from Individual-Based Model

The individual-based model, described in Appendix A and summarized there as equation (1), was estimated. The dependent variable in the individual-based model is program participation, that is, whether or not the certified veteran participated in the program. The independent variables are education, age, application date, application date squared,[1] unemployment, months since substantial employment, and disability. In the overall results, presented first, separate multivariate regressions are presented for males and females (see Exhibit 3-6). In the estimated model by VA Regional Office, sex is included as an independent variable (see Exhibit 3-7).

Other variables from the data base were tested and proved to add nothing statistically to the prediction or explanation of the probability of participation. These excluded variables are: 1) branch of service, 2) size of area of residence, 3) size of eligible population, and 4) industry composition. These variables are discussed in this chapter in the context of the earlier descriptive statistics or in a later section on the aggregate VA office model.

Overall Results

Exhibit 3-6 presents the results of the basic participation model for males and females. In simplest terms, each coefficient describes the "partial" influence of the particular independent variable on the probability of participation, "controlling for" the other independent variables. The elements of this exhibit are mathematical derivatives which

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[1] The prediction is that those who applied very early in the life of the program will be less likely to be participants by November 30, 1984 than those who applied after a few months of program operation; but beyond some point, later applicants would be less likely to be participants than those applying in the middle months of the program. This is picked up mathematically by a quadratic form (application date and the square of application date). While this is a fairly complex relationship, it is useful to consider in terms of program operations.

Exhibit 3-6

Logit Regression Estimates for Individual-Based Model -- By Sex

(Coefficients given are derivatives evaluated at the mean. t-scores are given in parentheses.)

Dependent Variable: Participation Status

Independent Variables	Males[1]	Females[2]
Intercept	-.2441 (10.88)[a]	-.2436 (4.28)[a]
Education	.0069 (5.45)[a]	.0067 (2.06)[b]
Age	-.0014 (4.86)[a]	-.0015 (2.03)[b]
Application Date	.0257 (8.61)[a]	.0150 (2.17)[b]
Application Date Squared	-.0022 (9.37)[a]	-.0014 (2.61)[b]
Unemployment	-.0022 (3.51)[a]	.0001 (.08)
Last Substantial Employment	-.0005 (5.84)[a]	-.0001 (1.09)
Disability	.0011 (1.27)	-.0280 (1.06)
Chi Square	210.87[a]	22.20[a]
df	7	7
N	17017	3000

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[1] This is based on a 10 percent sample of male certified veterans.

[2] This is based on 100 percent of female certified veterans.

[a] Statistically significant at the .01 level.

[b] Statistically significant at the .05 level.

Source: Refer to Appendix A, Exhibit A-1, for specific definitions and sources of the variables used in these regressions.

show the effect on the probability of participation of a unit change in each of the independent variables, holding each of the other independent variables constant (each variable evaluated at its mean). The following discussion focuses upon the sign of the estimated coefficient (positive or negative effect on the participation probability, holding other factors constant), and on the level of statistical significance.

The results in Exhibit 3-6 for males are consistent with several of the hypotheses discussed in Appendix A. For example, education has a positive and highly significant effect on the probability of participation, thus confirming that more educated certified applicants are more likely to be program participants than less educated ones. The age variable is significant and negative, confirming the hypothesis that older certified veterans are less likely to be participants than are younger certified veterans.

The application date and application date squared variables carry a positive and negative sign, respectively, and both are statistically significant. This confirms the hypothesis that entry into participation is a function of the length of time certified (that is, the length of time that a veteran is in the pool of eligibles for a job training slot) and the relative number of available training slots to number of those eligible to fill the slots. In essence, earliest applicants were less likely to be participants (by November 30, 1984) than were the next set of applicants; however, the most recent applicants were less likely to be participants compared to the second group of participants. Hypotheses relating to this pattern involve speculation about early start-up inefficiencies and VA/ES office linkages and varying levels of employability and trainability of applicants over time. These issues are discussed in greater detail in Appendix A.

The unemployment variable was negative and significant at the .01 level indicating that certified applicants residing in areas with higher unemployment rates were less likely to be participants than those living in areas with lower unemployment rates, holding other factors constant. In terms of the conceptual model described in Section 3.3., this would suggest an important influence of labor demand on program participation. This result is reinforced in the VA office aggregate model discussed below.

The variable indicating the number of months since last substantial employment also has a negative sign and is statistically significant at the .01 level. Thus, those with a longer time since their last substantial employment are less likely to be participants than those with a shorter time since their last substantial employment.

Finally, the disability variable was included and was positive for males but not statistically significant. As discussed above, this lack of significance is probably due to the offsetting influences of degree of disability on the probability of participation (i.e., while there is a program emphasis on placing the disabled, there may be an offsetting reluctance on the part of employers to accept the disabled).

Results for females were less strong but not inconsistent with the male results. The variables education and age were positively and negatively related to the participation probability, respectively. The application date and application date squared variables have the expected positive-negative sign patterns and are statistically significant. The other variables in the regression are not statistically different from zero by traditionally accepted levels of significance.

Results by VA Regional Office

Partly for policy purposes and partly as a test of geographical consistency of the individual-based model, logit regressions were run for each of the 57 VA offices. This was done for the entire population (i.e., not a random sample) of certified applicants at each VA office (combining males and females). The number of coefficients and t-scores associated with these regressions is large and not amenable to presentation in a comprehensible format. Exhibit 3-7 provides a summary of the signs of the significant variables (at least the .10 level) for each of the independent variables.

The dummy variable sex, coded as one for males and zero for females, was generally not statistically significant (significant in only four of the 57 offices). Thus, holding other measurable factors constant, male and female certified applicants had about the same probability of participation.

The education variable was positive and statistically significant in eight of the 57 offices and not significant in the others. No clear geographical pattern appeared in those which were or were not significant.

The application date and application date squared variables behaved consistently over most of the offices. In 45 of the 57 offices, the positive-negative sign pattern appeared and was significant. In several others the positive-negative pattern appeared but was not significant at the .10 level or better. This confirmed the hypothesis of the relationship between the relative level of opportunity to enter a job training slot and entry into a slot.

The age variable was negative and significant in 34 of the 57 offices and never positive and significant. Therefore, most offices seemed to do better at placing younger certified applicants than older ones. To the extent that these are Vietnam era veterans it also describes a program targeting pattern toward such veterans.

Exhibit 3-7

Summary Pattern of Statistically Significant Coefficients
from 57 VA Office Logit Regressions
(+ or - for each independent variable)

VA Office	Sex	Education	App. Date	App. Date^2	Age	Unemp.	Disab.	Last Substan. Emp.
Boston					-		+	
Togus								-
Providence		+	+	-	-	-		
WhiteRivJunct		+						-
New York			+	-	-			-
Buffalo		+	+	-	-			-
Hartford			+	-	-			-
Newark			+	-	-			
Philadelphia		+	+	-	-	+		-
Pittsburgh			+	-	-			-
Baltimore		+	+	-		-		-
Roanoke			+	-	-		+	
Huntington		+	+	-		-		-
Atlanta			+	-				
St. Petersburg			+	-				-
Winston Salem		+	+	-				-
Columbia			+	-				-
Nashville		+	+	-			+	-
New Orleans	-	+	+	-				-
Montgomery		+	+	-		+		
Jackson		+						-
Cleveland		+	+	-		+		-
Indianapolis		+	+	-		-	+	-
Louisville			+	-				-
Chicago		+	+	-	-			-
Detroit		+	+	-	-			-
Milwaukee		+	+	-	-	+		-
St. Louis			+	-	-			-
Des Moines		+	+	-				-
Lincoln		+	+	-	-			
St. Paul			+	-	-	+		
Ft. Harrison	-	+	+	-	-			
Fargo				-	-	-		-
Sioux Falls	-				-	-		-
Denver			+	-	-	-		-
Albuquerque			+	-	-			-
Salt Lake City			+	-	-			-
Cheyenne		+			-			

Exhibit 3-7 (continued)

Summary Pattern of Statistically Significant Coefficients
from 57 VA Office Logit Regressions
(+ or - for each independent variable)

VA Office	Sex	Education	App. Date	App. Date^2	Age	Un-emp.	Disab.	Last Substan. Emp.
San Francisco		+	+	-	-	+		-
Los Angeles		+	+	-	-	-		-
Phoenix	+		+	-	-	-		
Seattle		+	+	-	-			-
Boise		+	+	-	-			-
Portland				-	-			-
Waco			+	-	-		+	-
Little Rock		+	+	-				
Muskogee				-	-	+		-
Wichita			+	-	-		+	-
Reno		+	+	-	-	-		-
San Juan			-	+		+		
Honolulu		+						
Wilmington			+	-			+	
Houston	-	+	+	-	-		-	
Juneau			+	-				-
Washington DC				-		-		
Manchester			+	-				
San Diego			+	-	-	-		

Source: Refer to Appendix A, Exhibit A-1, for specific definitions and sources of the variables used in these regressions.

The unemployment variable performed in a much less consistent fashion. In 12 of the 57 offices, it had negative sign and was significant, and in eight of the 57 offices it had a positive sign and was significant. As discussed earlier, unemployment could have either a positive or a negative effect on participation probabilities. However, the most likely reason for the weak and inconsistent results for the unemployment variable by VA office is that unemployment varies greatly across VA offices but varies much less within a VA office. Therefore, the variable picks up the effect of local labor market conditions and other factors which may be related to residential location within the area served by the VA office.

The disability variable is generally weak in the VA office regressions. In seven of 57 offices, disability had a positive and significant effect on participation and it had a negative and significant effect in only one office. For most offices the positive and negative effects of disability appear to have neutralized each other.

Finally, the effect of months since last substantial employment is strong. In 38 of 57 VA offices, there was a negative and significant effect of this variable on the participation probability.

3.4.2 VA Office-Based Model

The models just discussed were based on data for individual veterans. The results shed some light on certified applicants and participant behavior, employer behavior, and program factors. Additional quantitative insights can be gained from an examination of multivariate regression models using data aggregated by the 57 VA Regional Offices.

Several variables were tested and the ones which were statistically significant are described in Appendix A in Exhibit A-2. In addition, variables not included due to lack of significance were: 1) population size (linked to applicants' residence); 2) branch of service (percentage distribution); 3) degree of disability; 4) percent male; 5) percent of jobs in area in manufacturing, trade, and services (common industries of employment for the target population); and 6) age distribution. Measured across VA offices, these variables tended to be correlated with other variables included in the regression and to exhibit multicollinearity. These variables were excluded from the results presented here.

The certification model, described in Appendix A and summarized there as equation (2), was estimated. The dependent variable in this aggregate model is the number certified. The two independent variables are the mean unemployment rates within the VA Regional Office areas, and the number of Korean Conflict and Vietnam era veterans within the VA Regional Office areas.

The results of estimating equation (2) are presented in the first column of Exhibit 3-8. The statistical results are strong both in predictive power (R-squared) and in statistical significance of the coefficients. In tests of other functional forms, it was found that logarithmic linear was the best fit. The coefficients can be interpreted as follows. Holding unemployment rate constant, an additional one percent Korean Conflict and Vietnam era veterans in the population (in a VA office area) resulted in an average increase of .8 percent in the number of certified applicants (across VA offices). Also, holding the number of Korean Conflict and Vietnam era veterans in the population constant, a one percentage point increase in the area unemployment rate resulted in approximately a one percent increase in certified applicants on average.

The number of participants model, described in Appendix A and summarized there as equation (3) was estimated. The dependent variable in this model is the number of participants in each VA Regional Office. The independent variables are mean unemployment, veteran population, number certified, mean months since last significant employment and mean years of education. As mentioned above, other variables were tested but those shown were the ones which appear reasonable on both theoretical and statistical grounds. In testing various functional forms of the equation, the log-linear form was the best fit (i.e., all variables converted to natural logarithms).

The results of estimating equation (3) are presented in the second column of Exhibit 3-8. The dependent variable here is the number of participants at a VA office (in log form). The coefficients in the logarithmic equation can be interpreted as the ratio of the percentage change in number of participants relative to a one percent change in the particular independent variable. Therefore, a one percent rise in the number of certified applicants leads to around a 1.4 percent rise in number of participants, holding other factors constant. This is the expected effect, but it is perhaps noteworthy that a disproportionate growth in participants relative to certified veterans occurs. This is consistent with the time pattern of participation rates in Exhibit 3-3.

Holding other factors (including number certified) constant, higher unemployment rates generate lower participation levels. This again suggests the dominance of demand side factors over supply side factors in the effect of economic conditions on participation. According to these results, a one percent rise in the unemployment rate generates around a one-half percent drop in number of participants.

The effect of the size of VA office is accounted for by the veteran population variable. Again holding other factors constant, a one percent larger pool of potentially eligible veterans is associated with

Exhibit 3-8

Regression Estimates for VA-Office Based Regressions
(N = 57; t-scores in parentheses)

Dependent Variable	Dependent Variable: Number Certified[1]	Dependent Variable: Number of Participants[1]
Intercept	1.529 (4.22)[a]	-7.38 (1.61)
Mean Unemployment	.978 (6.65)[a]	-.5354 (2.96)[a]
Veteran Population	.815 (16.73)[a]	-.3311 (3.12)[a]
Number Certified		1.3876 (12.18)[a]
Mean Mos. Since Last Substantial Employment		-.9805 (3.16)[a]
Mean Years Education		3.1508 (1.72)[c]
R^2	.87	.93
F	187.98[a]	132.27[a]

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[1] All variables in model converted to natural logs.

[a] Statistically significant at .01 level.
[b] Statistically significant at .05 level.
[c] Statistically significant at .10 level.

Source: Refer to Appendix A, Exhibit A-2, for specific definitions and sources of the variables used in these regressions.

approximately a .33 percent lower level of participation. This result may reflect the influence of administrative factors. Specifically, at smaller offices, more attention may be given to the certified applicants and better coordination between ES and VA may be achieved. If this result does reflect administrative factors, it could arise from the size of the VA office or from the size of the state ES system. Alternatively, the result may arise from a completely different source, such as differences between more populous and less populous areas in demographic patterns of residence and employment (e.g., concentrations of economically disadvantaged individuals in urban "core" areas).

Bringing veterans' characteristics into the picture is done by the inclusion of mean months since last substantial employment and mean years of education. A one percent rise in mean months since last substantial employment is associated with around a .98 percent drop in number of participants, holding other factors constant. A one percent rise in mean years of education is associated with around a three percent rise in the number of participants, holding other factors constant. The most noteworthy aspect of this is that two of the three dominant veteran characteristic variables from the individual-based model are significant in the VA office-based model (months since last substantial employment and years of education), but age did not show up as statistically significant in this aggregated model. It should also be remembered that the mean months since last substantial employment, mean years of education, and mean unemployment variables probably pick up some of the influence of race which is not measurable in this data set.

One final note is the goodness of fit of the participation equation. The R-squared is .93 and the F-score is high and statistically significant. Therefore, in addition to having reasonable signs and significant coefficients, this equation would serve well as a predictive equation.

3.5 The Unemployment Rate-Participation Relationship

The discussion above suggests an important yet somewhat complex role of local economic conditions (the unemployment rate) on certification and participation levels. The essence of the process is as follows. Controlling for the size of the Korean Conflict and Vietnam era population in an area, the number of certified veterans will be greater the slacker are economic conditions (high local unemployment rate). This is consistent with the "labor supply" linkage in Exhibit 3-5.

The relationship between unemployment and participation is more complex. Since high unemployment generates high certification levels, it would be expected that high unemployment would also be associated with high levels of participation due to the greater pool of potential (certified) participants. However, the "labor demand" linkage discussed in relation to Exhibit 3-5 suggests that employers would be less inclined to provide job training slots in periods of high unemployment. Therefore, it would be expected that controlling for the number of certified veterans at a VA office, the veteran population, and various demographic and labor force characteristics of veterans at a VA office, the higher the unemployment rate the lower the participation level. This suggests that VA offices with higher unemployment rates will have more participants than offices with lower unemployment rates, but the number of participants relative to the number of certified veterans will be lower in higher unemployment situations.

These relationships can be demonstrated by the "path" diagram presented in Exhibit 3-9. The unemployment rate has a positive influence on number of participants through its positive effect on number certified. However, the unemployment rate also has a negative effect on number of participants from the demand side.

The total effect of unemployment on certification and participation is demonstrated in Exhibit 3-10. Several unemployment scenarios are assumed ranging from five percent to 11 percent. Using the multivariate regressions shown in Exhibit 3-8, the predicted levels of certified veterans and participants is generated for the alternative unemployment scenarios. The results show that as unemployment rates rise the number of certified veterans rises and the number of participants rises. However, the number of certifications rises faster (with respect to unemployment rate increases) than the number of participants and so the participation rate falls as unemployment conditions worsen. These patterns are also displayed in Exhibits 3-11 and 3-12.

Exhibit 3-9

Path Diagram of the Positive and
Negative Relationships between Unemployment Rate
and the Number of EVJTA Participants

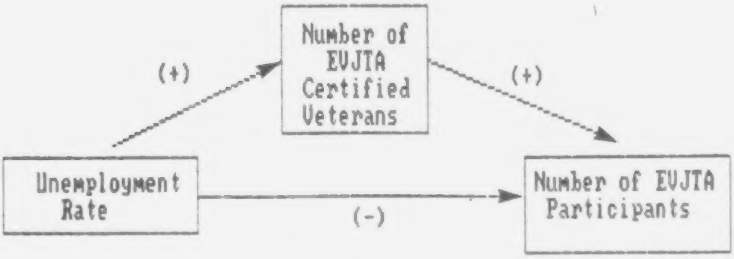
Number of EVJTA Certified Veterans
(+)
(+)
Unemployment Rate
Number of EVJTA Participants
(-)

Exhibit 3-10

Estimated Levels of Certification and Participation Related to Local Area Unemployment Rate[1]

Unemployment Rate Scenario	Estimated Number of Certified Veterans	Estimated Number of Participants	Participation Rate (percentage)
5 percent	1,844	193	10.5
6 percent	2,205	224	10.2
7 percent	2,563	254	9.9
8 percent	2,921	284	9.7
9 percent	3,278	313	9.5
10 percent	3,634	341	9.4
11 percent	3,989	369	9.2

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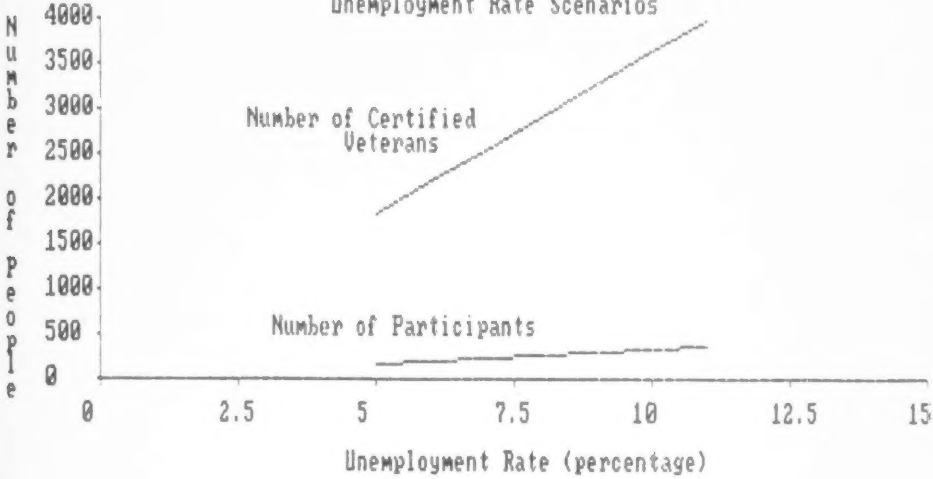
[1] These represent predicted values from regression equations given in Exhibit 3-8.

Exhibit 3-11

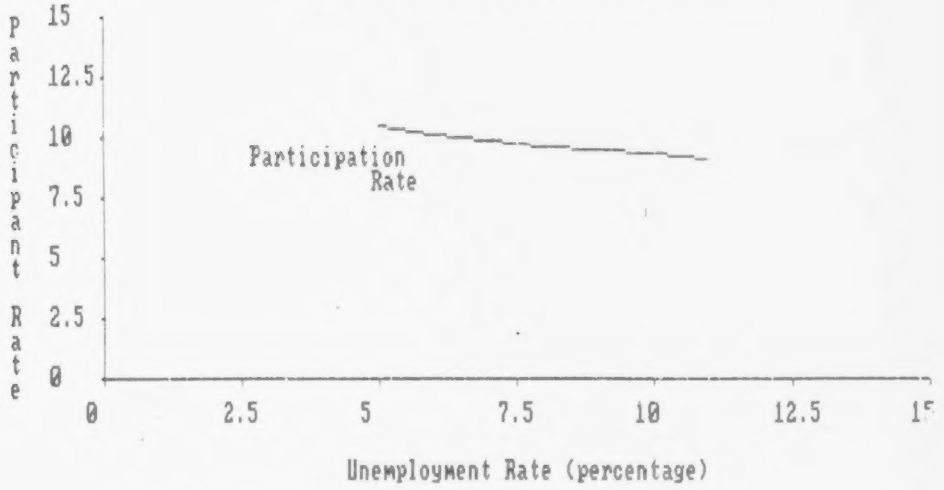
Estimated Number of Certified Veterans
and Participants Under Alternative
Unemployment Rate Scenarios



Source: From Scenarios presented in Exhibit 3-10.

Exhibit 3-12

Estimated Participation Rate Under
Alternative Unemployment Rate Scenarios



Source: From Scenarios presented in Exhibit 3-10.

3.6 Summary and Conclusions on Participation Patterns

This chapter has explored participation in the EVJTA program. The major conclusions are presented here in summary form.

3.6.1 General Descriptive Results

The major descriptive results are presented below.

- Participants are, on average, slightly younger and more educated than nonparticipants.
- Participants experienced fewer months since their last substantial employment than nonparticipants.
- Participation rates were approximately the same for males (9.8 percent) and females (9.4 percent).
- Veterans from the Navy, Air Force, and Marines had higher participation rates than those from the Army, Coast Guard, Public Health Service, and NOAA.
- Certified veterans with 30 percent or more disability were somewhat more likely to be participants compared to those with less than 30 percent disability.
- The participation rate was relatively high for veterans with more than 12 years of schooling (11.0 percent).

The average participation rate for those with 12 years of schooling was 9.6 percent; for those with less than 12 years of schooling the participation rate was a relatively low 7.8 percent.

- Nationally, the participation rate (number participating/number certified) rose over the first several months of the program, peaked in September, 1984 and fell over the subsequent two months.

Patterns similar to the national pattern occurred in the East, Central, and West regions.

- By November 30, 1984, participation rates were highest for the Western region (11.5 percent), followed by the Eastern region (9.3 percent), with the Central region being the lowest (at 8.5 percent).

Within VA Regional Offices, participation rates were quite variable, ranging from the lowest of San Juan (4.1 percent), Chicago (4.8 percent), and New Orleans (4.9 percent) to the highest of Reno (17.0 percent), Muskogee (17.2 percent), and Salt Lake City (17.7 percent).

3.6.2 Individual-Based Participation Model Results

Applying individual-based, multivariate logit regression models, it was found that:

- The probability of program participation was positively and significantly related to years of education and negatively and significantly related to age of veterans, area unemployment rate, and number of months since last substantial employment.

Degree of disability did not have a significant effect on participation which probably captures the conflicting influences of the disability itself and the program targeting toward those with service-connected disabilities.

3.6.3 VA Office-Based Model Results

Applying VA office-based, multivariate regression models, it was found that:

- High unemployment rates were associated with relatively high levels of veteran certification; similarly, but to a lesser extent, high unemployment rates also were associated with relatively high levels of veteran participation.

The correlation between high unemployment and high levels of certification is explained by the relatively larger number of veterans available (i.e., unemployed) in areas of high unemployment. The related correlation between high unemployment and relatively higher levels of participation is somewhat more complex. Simply stated, as the unemployment rate rises, the level of participation in EVJTA also rises but the rate of participation in EVJTA (the number of participants divided by the number certified) declines.

- The size of the Korean Conflict and Vietnam era veteran population exhibited a positive relationship with certification and a negative relationship with participation, a pattern similar to that observed among certification, participation, and unemployment.

Higher Korean Conflict and Vietnam era veteran population levels were associated with higher levels of certification and lower rates of participation. It is speculated that the negative relationship between veteran population and participation rate may reflect demographic or administrative differences between more populous and less populous areas.

4.0 A DESCRIPTION OF PROGRAM IMPLEMENTATION

Chapter 4 describes the processes by which the EVJTA program has been implemented and operated by selected VA Regional Offices and other agencies at the state and local levels. Site visits were made to several VA Regional Offices. Case studies were prepared as a result of the visits and from the case studies and other available data, an integrative analysis was performed. The results of the analysis are reported in this chapter.

4.1 Introduction

The purpose of this study component is to describe program administration during the start-up and operational phases of the program, including both internal VA procedures and VA linkages with relevant outside organizations. The description of program implementation incorporated two rounds of site visits. The first round involved visits to three VA Regional Offices in order to familiarize project staff with EVJTA program operations at the state and local levels. These visits were used to refine the conceptual framework and develop the data collection materials for the next stage. The second round involved visits to nine additional VA Regional Offices to conduct the full range of interviews and data collection with key actors in the program implementation.

The subsections which follow contain an overview of the methods and procedures used for the program implementation description, a discussion of the limitations of this phase of the study, and a description of the organization of the remainder of this chapter.

4.1.1 Methods and Procedures

Preliminary Site Visits

Preliminary site visits were made to the VA Regional Offices in Pittsburgh, Pennsylvania, St. Louis, Missouri, and San Francisco, California. At the same time, state-level staff affiliated with the Veterans' Employment and Training Service (VETS) and with the State Employment Security Agency (SESA) in the three states also were contacted. In addition, a number of local Employment Service offices were visited.

One location was selected from each of the three VA regions (Eastern, Central, and Western) for the preliminary site visits. Within VA regions, the individual locations to be visited were selected to represent differing levels of population, unemployment rate, veteran population, veteran certification, and veteran participation.

Data were collected using unstructured guides for interviews with respondents identified as having a role in EVJTA implementation. The results of these visits, conducted during the week of August 20, 1984, were summarized in a draft report submitted to the VA last September.[1] To the extent possible, findings from these visits have been incorporated in the results discussed in this chapter.

Full Scale Program Implementation Visits

The nine sites selected for the description of program implementation included the jurisdictions of VA Regional Offices located in:

- Buffalo, New York;
- Huntington, West Virginia;
- St. Petersburg, Florida;
- Chicago, Illinois;
- Wichita, Kansas;
- Jackson, Mississippi;
- Denver, Colorado;
- Seattle, Washington; and
- San Diego, California;

In most cases, the jurisdiction of a VA Regional Office encompasses the state in which it is located. The only exceptions in this sample are Buffalo (covering the upstate area of New York north of New York City and west of the Hudson River Valley), Huntington (including all but four eastern panhandle counties in West Virginia), and San Diego (consisting of San Diego, Imperial and Riverside Counties only). For this report, the term "Regional Office" includes all the area within its jurisdiction unless otherwise noted.

The nine sites selected for the program description visits represented different geographic areas of the country, provided a mix of population density and economic diversity, and reflected a spectrum of performance ratings and unemployment rates.[2]

The site visits were conducted between November 1984 and January 1985. Each visit lasted approximately one week. Data were collected at each site with the use of topical guides for interviewing staff in the VA

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[1] Centaur Associates, Inc., and CSR, Incorporated, "Draft Report on Preliminary Site Visits, Evaluation of the Emergency Veterans' Job Training Program," prepared under contract to the Veterans Administration, September 14, 1984.

[2] See Appendix B for a detailed description of the process used in selecting the nine sites.

Regional Office, the State Employment Security Agency, Veterans' Employment and Training Service, and two or four local Employment Service offices. Other information of interest (e.g., promotional materials, computerized reports, etc.) was collected to help prepare the case study reports and form the basis for the integrative analysis.

4.1.2 Limitations of the Program Implementation Study

The small number of sites visited and the need to view EVJTA in a variety of circumstances required the use of a purposive sample for the program implementation study. Therefore, the implementation experiences of the selected sample are not generalizeable to all regions. Furthermore, much of the data collected for this program description reflect respondents' perceptions as well as their generally very positive feelings about the EVJTA program. The absence of quantifiable data regarding certain aspects of program operations and the reliance on largely impressionistic reporting means that the findings of the implementation study should be used and interpreted with caution.

4.1.3 Organization of the Chapter

The description of program implementation is organized into seven sections, the first of which is this overview of the study purpose, methodology, and limitations of this component of the EVJTA evaluation. The second section describes the basic responsibilities of the agencies responsible for carrying out the EVJTA program. The third section provides information on the state and local context of EVJTA program operations. In the fourth section, key aspects of the service delivery system are discussed, including promotion strategies, certification of veterans, approval of employers and their training programs, matching of veterans and employers, and factors affecting program participation. The fifth section of the chapter describes program management, as reflected in agency roles, staffing, reporting mechanisms, the conduct of compliance reviews, payments to employers and the start-up period. The sixth section presents program outcomes in the sites visited as revealed by numbers of applicants, data on occupational placements and wages, and factors related to outcomes. The last section summarizes significant findings of the program implementation.

4.2 Responsibilities of Participating Agencies

The Emergency Veterans' Job Training Act of 1983 (Public Law 98-77) (EVJTA) places responsibility for administering the program upon the Veterans Administration and the Department of Labor, specifically the Assistant Secretary of Labor for Veterans' Employment. This joint administration of the EVJTA program is based on historical functions and alliance of the agencies involved. The following subsections discuss the responsibilities of the VA and of the federal, state and local units of the Employment Service.

4.2.1 VA Responsibilities

The Administrator of Veterans Affairs is charged with certifying applications of veterans found eligible to participate, approving job training programs sponsored by employers, and providing reimbursement of a portion of training costs to employers whose approved job training openings have been filled by certified veterans.[1] According to the legislation, veterans' eligibility is based on their having served during the Korean Conflict or Vietnam era, having other than a dishonorable discharge, and being unemployed for at least 15 out of the 20 weeks preceding their application for certification.[2]

Employers must offer training in an occupation in a growth industry, in an occupation requiring the use of new technological skills, or in an occupation for which the demand for labor exceeds supply. Employers must certify that they intend to hire the veteran upon completion of training. Adequate training facilities must be available, wages and benefits must be no less nor more than those normally paid, and the training cannot be for a position for which the veteran is already qualified. The length of the training program for which reimbursement is made cannot exceed nine months for nondisabled veterans or 15 months for disabled veterans. An employer is reimbursed for training costs in an amount not to exceed 50 percent of the veteran's starting wage for the hours worked, up to the limit allowed for the occupational category and status of the veteran (disabled, nondisabled). In no case may the total amount paid to an employer on behalf of a trainee exceed $10,000.[3]

The Veterans Administration places direct responsibility for the implementation and supervision of the EVJTA program on its 57 Regional Offices. The offices monitor program activities, approve eligible veterans and employers for participation, and assure compliance with applicable laws and regulations. The VA has apportioned responsibilities for the EVJTA program among three major divisions of each Regional Office. These are:

- The Director's Office, which approves employers' training programs and provides direction and promotion of the program and general overall coordination of the Adjudication Division and the Veterans Services Division;

- The Adjudication Division, which certifies the eligibility of veterans applying for EVJTA; and

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[1] Emergency Veterans' Job Training Act of 1983, P.L. 98-77, Sections 5, 7, and 8.

[2] Ibid., Section 5.

[3] Ibid., Section 6.

- The Veterans Services Division, which provides the overall coordination of EVJTA activities, recommends approval of training programs from employers who apply for the program, conducts compliance reviews and promotes and advertises the program throughout the communities.

Other components within the VA also have a role in EVJTA program operations. Central processing staff at the Houston, Texas Regional Office are responsible for reimbursing all employers for costs of job training provided to certified veterans. The Data Processing Center in Hines, a suburb of Chicago, Illinois, issues certificates of eligibility to veterans approved by each VA Regional Office. The National Personnel Records Center in St. Louis, Missouri, furnishes copies of the official military discharge paper (Form DD-214) in those cases where neither VA nor the veteran possesses such documentation.

The EVJTA program thus requires considerable coordination within the VA. Furthermore, the work must be accomplished in a timely fashion. The veteran's certificate of eligibility is valid for 90 days (extended from 60 days by P.L. 98-543, passed in October 1984), after which a renewal application is required. The requirements for VA intraagency coordination and productivity within tight time constraints are intensified as a consequence of the agency's extensive interaction with the Employment Service at the state and local levels which also has major responsibilities in the EVJTA program.

4.2.2 Employment Service Responsibilities

The Veterans Employment and Training Service (VETS) of the U.S. Department of Labor (DOL) operates in each state in conjunction with State Employment Security Agencies (SESAs). Each SESA has primary responsibility for operation of an Employment Service (ES) system within its state. These state ES systems are funded by grants from DOL.

Employment services for veterans are funded under a separate DOL grant system administered by VETS. Activities under these special grants are carried out by the SESAs in association with their basic ES responsibilities. DOL assigns a State VETS Director to each state. These federal employees specialize in veterans' services and oversee the special activities on behalf of veterans which are funded by DOL.

At the ES local office level, positions for Disabled Veterans Outreach Program Staff (DVOPs) and Local Veterans Employment Representatives (LVERs) are funded by grants from VETS. Like other ES staff, DVOPs and LVERs are state employees. Unlike other ES staff, their activities are restricted to provision of employment services for veterans.

Throughout this chapter, DVOPs and LVERs are referred to as VETS staff. Although not federal employees, DVOPs and LVERs are the only federally funded staff resource available at the local level providing employment services specifically to veterans.

Under EVJTA, the DOL Secretary is charged with:

- providing jointly with the VA for an outreach and public information program to inform veterans about employment and job training opportunities and to inform private industry, business concerns and other public and private agencies and organizations about the program;
- promoting development of employment for veterans by encouraging potential employers to make job training programs available; and
- assisting veterans and employers who desire to participate in making application.[1]

These responsibilities of outreach, recruitment, and job development are undertaken primarily by the VETS staff at the state and local levels within the Employment Service unit.

Staff in the local ES offices typically provide the point of contact between the veteran or employer and the program. The staff help employers and veterans complete the proper forms and forward the forms to the VA Regional Office for review and approval. They frequently assist in matching approved veterans and employers. And, in carrying out these responsibilities, local VETS staff frequently interact with personnel at the VA Regional Office to ensure accuracy in the forms and to be informed about approvals in order to arrange placements for positions that are available. Section 4.5, Program Management, examines the roles, activities, and interrelationships of each agency in greater detail.

The next section looks at the settings in which the selected EVJTA program sites operate. The social, economic, and political environment was found to be a major factor in the outcomes or results of the projects studied. The following discussion examines the effects of local economies, attitudes toward veterans, and relations with other community agencies.

4.3 State and Local Context of Program Operations

Contextual features of the program environment were among the principal variables examined across the 12 sites reviewed. Environmental features were compared to certain program data (e.g., number of approved training programs, training slots, and placements) in order to determine possible relationships between variables. The environmental factors compared were:

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[1] Emergency Veterans' Job Training Act of 1983, P.L. 98-77, Section 15.

- Size of the potentially eligible veteran population, as reported by the VA Central Office;
- Major industries, as reported by the State Employment Security Administrations of the respective states;
- Unemployment rates, as reported by the SESAs;
- Average wage data, as reported by the SESAs;
- Degree of involvement of area economy with the defense industry, as reported by the Bureau of the Census;
- Size of employer, as reported by the SESAs;
- Community attitudes toward Vietnam veterans, as reported by respondents;
- EVJTA program cooperation with other public jobs programs, as reported by respondents; and
- Laws and policies affecting hiring practices, as reported by respondents.

4.3.1 Economic Features

Those economic, environmental features that appeared to be consistently associated with the outcomes of EVJTA programs across the sites visited are:

- major type of industry in the geographic area;
- degree of involvement of the area economy with defense industry;
- unemployment rate of program service area; and
- size of employer.

Major Type of Industry

Across case study sites, the type and mix of industry sectors that made up the economic base of the geographic area appeared to be related to program outcomes. For instance, programs located in areas with expanding wholesale and retail trade sectors coupled with steady or slightly expanding employment generally seemed to generate a greater number of placements and of approved employer applications and ratio of placements to numbers of approved applications in the area than did other programs. Those programs located in areas that were heavily dependent on agriculture or tourism seemed to have the most difficulty in generating acceptable training slots and placements. Additionally, the data suggest that a rapidly expanding service sector by itself was not sufficient to support a greater number of placements and of approved employer applications. The service sector covers a wide variety of occupations ranging from physicians to janitors. However, when the expansion of the service sector in the local communities studied seemed to generate menial jobs or jobs traditionally held by women, the EVJTA program did not appear to benefit substantially.

Two explanations for these findings may be derived from comments offered by the respondents. First, it was reported that when the service jobs were in the fast food industry or involved other unskilled occupations, pay tended to be lower than the average community wage, there seemed to be little growth potential or jobs were less than full-time positions. Jobs available in the agricultural and tourist sectors were reported to suffer the same difficulties in terms of pay and part-time or seasonal work characteristics. Respondents indicated that these types of jobs often were not attractive to unemployed veterans, many of whom are supporting families.

Second, many of the service jobs are held traditionally by women. Stereotypic views about appropriate division of labor between the sexes were reported to come into play, even though some of these jobs offer long-term employment opportunities (for instance, clerical work for which there is a relatively stable demand).

Degree of Involvement of Service Area Economy with Defense Industry

In the case study sites, a positive relationship was observed between the location and size of the defense industry in the area and the ability of the program to generate approved employer applications, training slots and placements. For example, in Washington State, where defense-related expenditures equalled $638 per citizen, programs generated approximately 1,200 placements within 1,400 approved employer applications in a total business environment of approximately 47,000 employers. By contrast, in Illinois, where defense-related expenditures equalled only $144 per citizen, programs generated approximately 500 placements within 900 approved applications in a total business environment of approximately 138,000 employers.

However, simple expenditure of military-related dollars was not the only observable relationship. Within VA Regional Office jurisdictions, local programs in close proximity to military bases, e.g., San Diego, California and Colorado Springs, Colorado, seemed to achieve relatively higher numbers of approved employer applications and training slots than did programs located far from major military bases, e.g., Jackson, Mississippi, or Boulder, Colorado.

The exception to the generalization of a positive relationship between defense expenditures and/or location of military bases and the ability to generate training applications and slots was West Virginia. There, in spite of few bases and defense-related expenditures of only $63 per citizen, programs generated considerable employer support. West Virginia's concerted political and promotional efforts were viewed as a possible explanation for this exception (see Section 4.3.2).

Unemployment Rate of Program Service Area

The unemployment rate of the local area appeared to be related to the number of placements the program was able to generate. However, the relationship was not found to be as intially expected. Programs operating in areas with low unemployment rates produced fewer placements than programs operating in areas with high unemployment rates. The inverse correlation of numbers of placements and unemployment rates was also demonstrated within regions.[1] For example, in Mississippi, Pascagoula had a relatively higher unemployment rate (17 percent) than Jackson (6.7 percent) but produced almost as many placements as Jackson did despite Jackson's far greater size. Similarly, in Colorado, Colorado Springs had a relatively higher unemployment rate (6.5 percent) than Denver (5 percent). However, Colorado Springs placed 81 certified veterans in jobs compared to the 127 placements claimed by the Denver ES which has a much greater veteran population. Comparing the numbers of placements in all VA Regional Offices' to area unemployment rates reveals the same general trend with few exceptions. (See Chapter 3 for a detailed discussion of the relationship between unemployment rates and placement levels.)

Respondents observed that the applicant pool included two divergent types of eligible individuals. Some applicants were characterized as being chronically unemployed. Applicants of this type often lacked stable work histories and basic employability skills. Other applicants were characterized as being dislocated workers. Applicants of the latter type had stable work histories and marketable skills, and frequently were reported to be unemployed because of technological change.

In the areas of high unemployment, it was reported that the number of applicants characterized as dislocated workers was higher than in the areas of low unemployment. Further, it was reported that the applicants characterized as dislocated workers were received much more favorably by employers than the applicants characterized as chronically unemployed. In the areas of high unemployment, the number of applicants acceptable to employers was reported to be noticeably higher. Hence, the relatively high placement levels in areas of high unemployment appeared to reflect the existence of an applicant pool in these locations that was more acceptable to employers.

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[1] This finding is supported in Chapter 3 which presents the multivariate analysis of factors related to veterans' participation in EVJTA.

Size of Employer

Judging from the experiences of the sites visited, smaller employers were more likely to be involved in the EVJTA program than were larger employers (see also discussion in Section 6.2.2).[1] Within the case study sites, virtually all employers with approved training programs employed fewer than 75 employees; moreover, EVJTA program officials reported that a majority of these businesses employed fewer than 25 employees and many businesses were described as "Mom and Pop" operations. It appeared that small employers were more willing to be involved for at least four reasons: 1) they were the businesses with which Employment Service representatives had an ongoing relationship and a history of service; 2) they were the businesses for which the EVJTA training cost reimbursement served as an incentive; 3) they were the businesses in which the job development representative had direct access to company decision-makers; and 4) they were the companies that had the necessary flexibility to adapt their hiring and training activities to the requirements of the program.

Relatively few larger employers, i.e., greater than 100 employees, applied for approval of their training programs at the sites visited. Four reasons were offered by respondents for the lack of involvement by larger companies:

- their structured and formalized hiring, call-back, and training procedures made it difficult for them to accommodate EVJTA requirements;
- the size of the training cost reimbursement under EVJTA was not large enough to serve as an incentive because it had little impact on the overall corporate financial situation;
- company decision-makers often were inaccessible to Employment Service representatives under normal circumstances or by means of usual Employment Service approaches; and
- larger companies were more reluctant either to endure government paperwork or to open their books to government auditors.

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[1] This finding also was made in an earlier report on EVJTA. See Centaur Associates, Inc., "Emergency Veterans' Job Training Act of 1983 (P.L. 98-77), Second Interim Report: Conduct of Training," prepared under contract to the Veterans Administration, May 25, 1984, p. 58.

4.3.2 Social-Political Features

Three social-political factors were examined in terms of program outcomes:

- attitude of the public toward veterans;
- state legislation and political initiatives; and
- cooperation with other employment training programs.

Attitude Toward Veterans

According to respondents, there generally was no stigma attached to military service in Vietnam. Pro-veteran attitudes were perceived to affect employer recruitment. Officials in locations that reported achieving positive results in recruiting employers also reported that their states and locales traditionally were perceived as exhibiting a favorable attitude toward veterans. More specifically, program representatives in Colorado, Washington, West Virginia and San Diego, California reported that part of the reason for their relative success in recruiting employers was the continuing favorable public attitude toward veterans. However, a favorable attitude toward veterans did not necessarily translate into hiring a veteran for an EVJTA-approved training slot. Other factors such as individual veteran qualifications and readiness to fill the position were reported to weigh more heavily in employers' decisions to participate.

State Legislation and Political Initiatives

Programs located in areas where states undertook specific legislation and political activities in support of veterans were able to stimulate support for EVJTA even when other conditions such as economic growth were negligible. West Virginia, with the highest unemployment rate in the nation, provides the best example of this. West Virginia's State Senate Bill 311, the Veterans Incentive Programs Act of 1984 (VIP) established a 30 percent tax credit on the first $2,000 in wages paid to economically disadvantaged Korean Conflict and Vietnam era veterans, and a percent equal to the percent of VA compensation for disabled veterans on the first $2,000 in wages paid. Employers cannot claim the tax credit until the veteran has been employed one full year unless the veteran was separated for good cause.

The VIP Tax Credit program also can be used concurrently with the federal Targeted Jobs Tax Credit (TJTC) program for those economically disadvantaged Vietnam era veterans and disabled veterans who qualify under both programs. This option was reported to provide a double incentive to employers in West Virginia to participate in veterans' employment programs.

The VIP program also was seen as an enhancement to EVJTA. While the tax credit programs cannot be used during the period of federally funded training, the credits can be claimed following the period of training provided the veterans were certified prior to employment.

Cooperation With Other Employment and Training Programs

Little relationship was found between EVJTA and other employment and training programs. For example, in most locations, Employment Service respondents suggested that the Job Training Partnership Act (JTPA) program and EVJTA had little in common and no formal relationship. As they said, "JTPA serves mostly youth and welfare recipients," whereas EVJTA serves only eligible veterans.

The lack of training program association did not appear to have an unfavorable effect; however, in the two settings in which a formal and active relationship between JTPA and EVJTA did exist, the EVJTA program seemed to benefit from the association. In West Virginia, for example, EVJTA was sold as part of a continuum of available job training programs. JTPA was used for short-term, on-the-job training; EVJTA was used for more elaborate and long-term job training; and TJTC was used for very long-term training. ES personnel involved in these job training programs were collocated and worked closely to implement the programs.

Similarly, in San Diego, JTPA, EVJTA and the TJTC programs were closely associated. EVJTA was reported to fill a gap in services offered and to provide for a continuum of services to meet the needs of a much wider range of veterans. Some respondents indicated that the principal JTPA contribution to EVJTA in this location was the development of jobs for veterans with the Teledyne Ryan Aeronautical Company. Teledyne Ryan thus far is training 223 veterans under the EVJTA program.

4.4 Service Delivery System

The service delivery system was analyzed by examining and comparing the processes for: 1) promotion, 2) certification of veterans, 3) approval of employers' training programs, 4) matching of certified veterans with approved employers, and 5) factors affecting program participation. Processes at several case study sites suggest strategies and procedures that administrators might consider in implementing similar programs.

4.4.1 Promotion Strategies

EVJTA program designers recognized from the beginning that promotion would be important to program success. Therefore, public service announcements, promotional brochures, pamphlets, and posters were provided to local programs from the Central Offices of VA and DOL. This national-level support was supplemented at the local level. In each VA Regional Office jurisdiction, promotional efforts were expanded and tailored to local situations in order to achieve a level of employer involvement which would meet DOL placement goals.[1] A state-level DOL agency in one state spent $60,000 on such efforts. Several state VETS offices reported expenditures of $20,000 for promotion.

Promotion of the program to veterans, i.e., recruitment of veterans, was less involved than promotion to employers. Without exception, local VETS personnel promoted the program to veterans by means of public service announcements, newspaper ads, brochures, presentations to veterans' organizations, word-of-mouth exchange among veterans, and contacts with Employment Service representatives. While each strategy returned dividends, program officials indicated that veteran-to-veteran or word-of-mouth information was the most frequent manner by which veterans learned about EVJTA. The informal networking reached both the unemployed veteran who was a permanent resident of the community and the veteran who was relocating to a new area; often, local veterans' organizations were the gathering place where word of the program was passed. Local and state veterans' organizations also disseminated information through organizational fliers, newsletters and other publications in order to help generate veterans' interest.

One of the most effective strategies for recruiting veterans was introducing or referring veterans to the program as an adjunct to providing other information. For example, in most of the visited Employment Service offices, when a veteran registered for services, the VETS representative screened the veteran to determine possible eligibility. If the veteran appeared eligible for EVJTA, then the veteran was provided with information about EVJTA, encouraged to participate, and assisted in applying. This same type of strategy was used very effectively in Employment Service offices or by "in-station" DVOPs located in Veterans Administration offices and service centers.

A comprehensive list of the strategies used to recruit veterans to this program is presented in Exhibit 4-1. Most of these strategies were used in most case study locations.

One unusual and effective strategy used in Illinois expanded on the idea of involving veterans' organizations to help spread the word. In Illinois, the American Legion designated a specific individual who, on a statewide basis, coordinated the promotional/informational activities about the program to veterans as well as assisted in recruiting employers to participate in the program.

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[1] The DOL National Office goal of 30,000 placements through EVJTA by February 1985 was apportioned among the states so that each state had a target figure for placements.

Exhibit 4-1

Promotional Strategies to Veterans

- Encourage and rely on word of mouth, veteran-to-veteran communication.
- Mail brochures and materials directly to recently discharged service personnel and/or to veterans registered with Employment Service offices.
- Provide orientation sessions for soon-to-be-discharged service personnel.
- Distribute information through personnel collocated in VA offices.
- Place news articles and information notices in veterans' organization magazines and newsletters.
- Run public service announcements on radio and television.
- Place classified ads in the newspaper.
- Operate a toll-free hot line to answer veterans' questions.
- Hold news conferences to publicize program.
- Develop and use a documentary on program or program participants.
- Establish and maintain personal contact with veterans who approach VA and/or Employment Service offices.
- Capitalize on existing events like "Hire a Veteran" month.

Source: Program implementation site visits conducted by CSR between August 1984 and January 1985.

When compared to the promotional activities used to inform and recruit veterans, the promotional activities used to enlist the support of employers were more elaborate, more time-consuming, and more expensive. On a statewide basis, out-of-pocket dollar expenditures (excluding the value of employee time) were estimated to be as much as $60,000 in an effort to attract employers to the program.

Strategies used to interest and involve employers were concentrated in four broad areas: 1) personal contacts, 2) media presentation and coverage, 3) presentations to/for targeted audiences, and 4) contacts through secondary sources. A list of sample strategies is provided in Exhibit 4-2.

Each strategy for employer outreach paid a positive return. Some strategies were particularly effective, either for generating good will or for stimulating interest. For example, in Illinois, the toll-free hot line generated good will when it was extended to employers as a tool to enable them to ask questions and resolve program-related problems. In Kansas, when Boeing Military Airplane Corporation joined the program, it became a promotional media event for EVJTA, Boeing and state officials. The Governor, one U.S. Senator and the major players from the implementing agencies celebrated the signing of Boeing as the 200th employer in Kansas. The event was broadcast statewide. At the same time, the Governor signed legislation making June "Hire a Veteran" month. Staff indicated that the overall promotional emphasis during the month markedly helped EVJTA performance in general and employer involvement specifically.

Promotion to employers took place at both the local and regional/state levels. For example, in Washington, where program success exceeded expectations given the diminished labor market, on the state level, the Seattle VA Regional Office organized a state-level EVJTA Steering Committee composed of officials responsible for EVJTA implementation, the Private Industry Council and a number of private veteran service organizations. The purpose of the steering committee was to increase employer knowledge of the EVJTA program through employer seminars. During these seminars business leaders were encouraged to speak on the benefits of the program and offer their comments on how implementation could be improved. Program staff believed that these seminars helped build the program's credibility within employer groups by stimulating positive word-of-mouth communication among business leaders throughout the state. In addition, the Employment Service staff worked at the state level with the Governor's Council on Veterans' Business and Employment and on both state and local levels with veterans and business organizations to provide information through presentations, job fairs and private contacts.

In West Virginia, another example of high placements relative to economic conditions, a statewide employer recruitment effort was launched

Exhibit 4-2

Promotional Strategies to Employers

- Mail information about program directly to large numbers of employers.
- Contact employers through personal visits and phone calls.
- Operate a toll-free hot line to answer questions.
- Run radio and television public service announcements.
- Provide program brochures, posters and information in public places and to organizations and companies.
- Conduct employer forums, job fairs, workshops and seminars.
- Develop and use promotional video tapes or films.
- Develop and use documentary video or film.
- Place targeted newspaper ads.
- Place targeted ads in trade journals and magazines.
- Refer general inquiries to appropriate officials and notify officials about the inquiry. The appropriate official (LVER or DVOP or Job Developer) then follows up with a phone call or visit to the employer.
- Advertise/promote firms who have already joined the program.
- Provide information through Chamber of Commerce and other public, civic and business organizations.
- Create and use state and local steering committees to increase involvement and commitment.
- Involve and use existing political ties and organizations or officials like the Governor.
- Operate speakers' bureaus to facilitate making presentations to community groups.
- Make presentations to community, employer and veterans' organizations and groups.
- Issue press releases and newspaper articles about program.
- Distribute promotional materials such as bookmarks for veterans to leave with employers when they call on employers. Materials include names and phone numbers of Job Service staff that employers can call for information and assistance.
- Hold dinner meetings and receptions for employers.
- Organize and conduct coordinated state and local campaigns that use different but complementary strategies. For example, the state campaign might involve a public relations media campaign using the Governor while the local strategy uses personal contacts by VETS staff to employers. However, both sets of activities might focus on EVJTA as part of an overall theme such as "Hire A Veteran" month.

Source: Program implementation site visits conducted by CSR between August 1984 and January 1985.

that targeted employers and used three strategies. First, dinner meetings, sponsored and paid for by the VFW, were held for employers identified by the Employment Service.[1] These meetings were organized by the West Virginia Job Service Employer Representative.

The second strategy was a direct mail campaign to 33,000 employers. The mail campaign involved sending a letter signed by Governor Rockefeller that described the state tax incentive program and the EVJTA training cost reimbursement program. The letter encouraged employers to participate in these programs to employ West Virginia's veterans.

The third strategy was a series of one-day seminars for employers. These seminars were held at each of the 19 Employment Service offices and included a light lunch. The seminars focused exclusively on the Emergency Veterans' Job Training Program and potential employer benefits. The seminar cost $100 for each of the 19 offices, or $1,900 in all. The cost was defrayed by the Employers National Job Service Committee.

These statewide activities were expanded on by local Employment Service representatives who made hundreds of individual employer contacts and implemented other strategies illustrated in Exhibit 4-2. Of particular value were individual contacts, targeted ads in trade journals and newspapers, and locally tailored news, radio and television stories.

State and local officials associated with EVJTA indicated that promotion is absolutely vital; West Virginia's experience appears to confirm the fact. The number of employers applying for program participation from November 1983 to October 1984 was tracked by the VA's Education Liaison Representative. There were three sudden increases in the number of employer applications. The first of these occurred in early February when the Veterans Administration and the Employment Security Administration kicked off a campaign to promote EVJTA. The second peak period occurred in June, which was "Hire a Veteran" month and the occasion of a great many promotional activities sponsored by both VA and the Employment Service. The third peak period occurred in October when the Governor's luncheon and direct mail campaign were instigated. These surges support the belief that promotion is very critical to the involvement of employers in the EVJTA program. Exhibit 4-3 illustrates graphically the number of applications over time together with the events just described.

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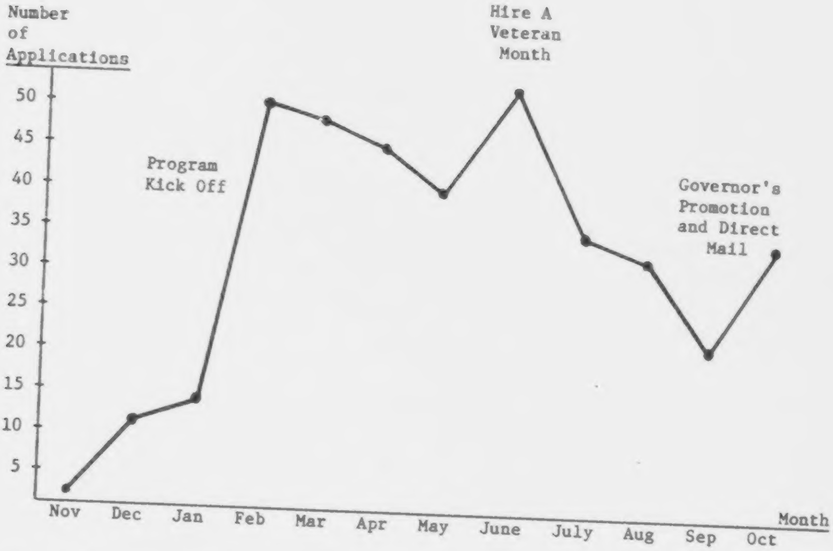
[1] At the time of the site visit, a total of 15 such meetings had been held throughout the state, the first of which was hosted by the Governor. As many as 38 employers attended one meeting.

Exhibit 4-3

West Virginia EVJTA Trends in
Employer Applications Between November 1983 and October 1984



Source: Huntington, West Virginia Veterans Administration Regional Office, Veterans Services Division, Education Liaison Representative.

One final note on promotion -- at nearly every site visited, service providers recommended that funds be made available for local and state promotional activities as a way to improve the EVJTA program recruitment efforts.

4.4.2 Certification of Veterans

The process for veterans to apply and be certified for program participation was consistent across the case study sites and was in accord with the specifications and suggestions offered in the Emergency Veterans' Job Training Act of 1983 Technical Assistance Guide for Implementation, distributed by the Office of the Assistant Secretary for Veterans' Employment and Training of the U.S. Department of Labor. Specifically, the typical process involved an initial veteran-Job Service contact during which time jobs and veteran qualifications were discussed. During the conversation, the VETS representative screened the veteran regarding his or her probable eligibility. Next, the VETS representative provided information on EVJTA to determine if the veteran was interested. If the veteran was interested, the VETS representative gave the veteran an EVJTA application and assisted the veteran in securing information and completing the form. After the veteran completed the form (and, when necessary, returned with supporting documentation), the VETS representative checked and helped correct the form and often mailed it to the VA.

Among the services provided to veterans were assistance in completing forms, training in job/employability skills, assistance in resolving problems with forms processing, and scheduling of counseling for the veteran if it was needed and available. Local VETS representatives indicated that as many as 35 percent of the veterans needed counseling services, but because of limited resources, usually counseling was provided only to those veterans in greatest need of the services.

Relatively few problems arose related to veteran applications. When approval of applications was delayed, it was usually because the veteran did not have a copy of form DD-214 to attach to the application and the VA did not have a copy, thereby requiring a search from the National Personnel Records Center in St. Louis. When applications were rejected, it was usually because the veteran had not been unemployed for 15 out of the last 20 weeks and therefore did not qualify.

Program staff at most case study sites reported that the time period for approval usually was about a week, with Hines issuing Certificates of Eligibility a few days thereafter. The only exceptions were found in Florida and Colorado, where respondents in local Employment Service offices claimed that the time period between application and issuance of Certificate of Eligibility ranged from six weeks to two or three months. Exhibit 4-4 illustrates the time requirements for processing applications after they were received by the VA Regional Offices, as reported by VA staff.

Exhibit 4-4

Reported Time for VA Regional Offices to Approve Applications After Receipt

VA Regional Office	Veteran Applications	Employer Applications
San Diego, CA	4 to 5 days	4 to 5 days
Denver, CO	4 to 5 days	1 to 2 days
Jackson, MS	5 to 6 days	3 to 4 days
Seattle, WA	5 to 10 days	less than 2 weeks
Buffalo, NY	3 to 10 days	1 to 2 weeks
Huntington, WV	One day if job awaits; otherwise 5 days	3 days
Chicago, IL	4 to 6 days	2 to 3 weeks
Wichita, KS	4 to 6 days	1 to 2 weeks
St. Petersburg, FL	2 to 14 days[1]	1 to 2 weeks

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[1] These are processing times reported by VA staff. VETS and SESA staff at this site reported significantly longer processing times. A review of available records in one Job Service local office generally supported the longer processing time reported.

Source: Program implementation site visits conducted by CSR between August 1984 and January 1985.

4.4.3 Approval of Employers' Training Programs

The approval process for employers was usually as uncomplicated as the process for veterans. Furthermore, the process at each site visited followed the guidelines set forth in the aforementioned DOL Technical Assistance Guide. The process typically involved the following steps:

- The DVOP contacted the employer to explain the program and generate interest.
- The DVOP provided information, encouragement and an application to the employer.
- The LVER or DVOP assisted the employer in developing, designing and describing the training outline for the position.
- The LVER or DVOP assisted the employer in completing the application.
- The LVER or DVOP checked the form for accuracy and completeness.
- The LVER or DVOP mailed the form.
- The LVER or DVOP helped resolve any questions from the VA regarding the application.
- The Employment Service personnel helped match a veteran to the job slot.

Local VETS personnel assumed much of the paperwork burden for the employer, a factor that was reported to have encouraged many employers to become involved in the program. Additionally, as illustrated in Exhibit 4-4, the time period for approval was streamlined (one to two weeks, on average) because the majority of applications arrived error-free for VA processing. Moreover, the high percentage of approved applications (approximately 94 percent based on data in Exhibit 4-9) demonstrated that VETS representatives carefully screened potential training programs and provided useful technical assistance to employers for developing their training schedules. Among VETS representatives interviewed, most reported that employers would have difficulty completing the forms required for approval of their training programs without outside assistance.[1]

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[1] Many respondents in the survey of employers (see Chapter 6 of this report) indicated that a large amount of assistance had been provided by the ES in completing the initial paperwork for obtaining approval under EVJTA. Some who had not received such assistance complained that the initial paperwork required to participate under EVJTA was a substantial burden (Section 6.7.2).

4.4.4 Matching of Certified Veterans With Approved Employers

Three strategies were used by staff in the case study sites to match certified veterans with approved employers: 1) self-directed job searches, 2) employer-driven searches, and 3) employer outreach strategies. Two strategies, the self-directed and the employer-driven searches, were used in every program, and often were used effectively. For example, local VETS representatives estimated that as many as 70 percent of placements in one location resulted from self-directed searches. The typical estimate at sites visited was that 15 to 35 percent of all placements were a result of self-directed searches.

Self-Directed Job Searches

Local VETS personnel provided encouragement and two types of technical assistance -- materials and training -- to veterans who mounted in their own search. Materials and brochures were provided to veterans for them to use and leave with employers. The materials included pamphlets explaining the EVJTA program (as well as other job training programs), bookmarks that served as calling cards for both the veteran and the Employment Service, and letters of encouragement and support for the program from other employers and political figures. The information depicted EVJTA as a way to save money and usually the materials were well designed and locally focused.

Training assistance concentrated on providing veterans with employability skills such as appropriate interviewing techniques; the ability to develop a useful resume; strategies for seeking out employers; how to use and interpret non-verbal cues; and how to complete application forms. Some programs, the one in San Diego for example, used video equipment so that job search workshop participants could view themselves conducting mock interviews.

At most sites, workshops were held on a regular basis, often weekly or monthly. Additionally, most workshops were followed-up with individual coaching during which emphasis was placed both on encouragement and skill development.

Employer-Driven Searches

The second match strategy used in every location was the employer-driven search. This strategy employs the same procedure that the Employment Service staff use with everyone they serve. Each training slot is listed as a job order, based on the employer's specifications. Next, the "511" cards (listing veterans by occupation) are searched to find applicants (certified veterans) who, with training, could meet the required skill levels and who already meet any general education and experience requirements. Then, Employment Service personnel refer a set of applicants who meet the general requirements to the employer in order to achieve a match between employer need and veteran qualifications.

Case study data suggest that the majority of EVJTA matches occurred through this method. ES staff reported that usually three to five veterans per job slot were referred to the employer. Additionally, depending on the program, the time period between receiving the job order and making the placement was reported to range between one day (Colorado Springs) and two weeks (Jackson, Mississippi). Most programs reported that it took between one and two weeks to make a placement through this strategy.

Employer Outreach Strategies

The third strategy for matching employer and veteran applicants was employer outreach. Employer outreach, as practiced in Kansas for example, means that VETS personnel contacted employers to try to secure jobs for specific applicants. Emphasis was placed on the advantages of hiring veterans and on the specific skills and attributes of the several veterans on file at the moment.

When compared to the other techniques, the employer outreach technique is more applicant-driven than employer-driven. However, it is basically the same process used in most sites to recruit employers.

Potential vs. Actual Job Openings

In discussing the matching process, it is important to emphasize that the number of job slots covered by approved training programs is far greater than the number of actual job openings. ES staff at every local office indicated that employers often are not ready to hire a veteran for the slot(s) shown under an approved training program, usually because of economic reasons. The result is a much higher number of unfilled slots under approved training programs in relation to number of placements (see Exhibit 4-9). This creates the impression that there is a large pool of positions awaiting veteran referrals. Evaluation project staff have concluded that this is not the case. Thus, in considering statistics about EVJTA, a distinction should be made between the number of slots counted under approved training programs and the number of actual job openings in which veterans can be placed.[1]

4.4.5 Factors Affecting Program Participation

Local VETS personnel provided information on factors affecting veteran and employer participation. Stated briefly, the factors found to encourage employer participation were as follows:

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[1] This finding is supported by data from the survey of employers which show that, for 36 percent of the 300 nonparticipating employers who had never offered a job in an approved training program to a certified veteran, the most important reason for not making an offer was because the training program was not active/operational (see Section 6.4.4).

- The training cost reimbursement;
- An opportunity to hire well-motivated employees with steady work histories prior to the veterans' current period of unemployment;
- A relative lack of paperwork and "red tape" coupled with Employment Service assistance to complete necessary forms and documents;
- An opportunity for defense contractors to meet standards that give preference to hiring veterans; and
- An ability to develop a long-term subsidized training project by linking EVJTA and the Targeted Job Tax Credit (TJTC) programs.

Each factor was important; however, the training cost reimbursement was viewed as the most important.[1] Additionally, other factors often were supported as important because they made "good common sense" to employers.

The factors noted by VETS personnel that inhibit employer participation were as follows:

- Lack of growth in the company, trade and/or the local economy;
- Previous bad experiences with the Employment Service or other job training program;
- Failure to have training slots/jobs available that met the eligibility requirements;
- Inaccessibility of decision-making staff of larger companies to make a determination or hear a presentation on the program;

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[1] Many of these factors also were noted by employer respondents in the survey of employers discussed in Chapter 6 of this report. Specifically, employers were most highly encouraged to participate in EVJTA due to the possiblity of a training cost reimbursement and many also were motivated by the opportunity to hire mature, experienced workers (see Section 6.3.2). Employers surveyed also were favorably impressed with the relative ease of the paperwork and processing procedures associated with their participation under EVJTA (see Section 6.7.2). However, no mention was made by employers surveyed of interest in the program either because of 1) company standards giving preference to hiring veterans or 2) the potential for long-term government-assisted training by linking EVJTA and TJTC.

- Need or requirement to open company records to federal scrutiny; and
- General suspicion of government programs.[1]

For veterans, the major contributing factors for participation according to local VETS personnel were simply the opportunity for employment and training coupled with 1) the assistance provided to them by local VETS personnel and 2) the encouragement generated by continuing program placements. The perception of many individuals associated with EVJTA in the field was that the program worked, which helped to generate support.

Local VETS personnel cited inhibitory factors that mitigated against veteran participation. These factors include:

- Reluctance to accept training or entry-level wages;
- Possibility of call-backs to old jobs;
- Cost of uniforms and tools;
- Lack of personal and public transportation;
- Occasional delays in processing/receiving certificates;
- Relatively older age of those veterans who served during the Korean Conflict;
- Lack of employability skills, stable work histories, and basic educational (math) skills; and
- Inappropriate work attitudes.

4.5 Program Management

Program management of the EVJTA comprises a diverse group of staff and organizations that integrate a number of operational functions. Several key features shape and influence program operations: organization of roles and responsibilities, staffing, reporting, payments to employers, and compliance reviews.

4.5.1 Organization of Roles and Responsibilities

The responsibilities undertaken by the VA Regional Offices and the Employment Service offices at the state and local levels are elaborated here to provide a context for the subsequent discussions about program management. The VA's role of overall implementation and coordination of the EVJTA program is realized in the five major functions performed by its offices:

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[1] These perceptions of local VETS personnel were largely consistent with the results of the employer survey discussed in Section 6.4.4.

- approval and certification of veterans (including renewals);
- approval of employers' training programs;
- compliance reviews of employers;
- reporting; and
- payments to employers.

The certification of veterans and payments to employers are the only functions not performed by the individual VA Regional Offices. Certificates of eligibility for individual veterans are issued from the Data Processing Center in Hines and payment authorizations are issued by the central processing staff in Houston. Occasionally, the National Personnel Records Center in St. Louis issues copies of veterans' official discharge papers when they are not otherwise available.

The VA's Adjudication Division reviews and approves the veterans' applications as they are received at the Regional Office. The approved applications are electronically transmitted to the Hines center so that the Certificates of Eligibility can be issued to the veterans. Adjudicators reported that many applicants are found to be ineligible because they do not meet the basic eligibility criterion requiring unemployment for 15 of the 20 weeks preceding application.

The Veterans Services Division has a large role because its responsibilities include review of employers' training programs preceding approval/disapproval by the VA Director, conduct of compliance reviews to ensure that employers are meeting the requirements for receipt of the training reimbursements, and frequently, promotion of the program throughout the region. These duties are fulfilled primarily by the Veterans Services Officer, the Education Liaison Representative (who reviews the training programs) and the Compliance Specialists (who conduct employer reviews).

The VA Director provides overall direction and promotion of the program and approves the employers' training programs. The Director's office also sends weekly status reports to the VA Central Office providing counts of applications, approvals, and placements. The Director issues similar information to the State Director of the Veterans' Employment and Training Services and/or the designated director or supervisor in the Employment Service branch of the State Employment Security Agency.

In addition to the Veterans Administration, the DOL Veterans' Employment and Training Service (VETS) and the State Employment Security Agencies (SESA) play substantial roles in EVJTA program operations.

The State Director of the VETS generally is responsible for the monitoring and support of employment services provided to veterans by the VETS staff located in most Employment Service offices. Relative to EVJTA, the VETS Director assumes an additional role of program promotion, development and coordination second only to the VA. As the DOL counterpart to the VA Regional Office, the state VETS office works in partnership with the VA Regional Office.

Within the local Employment Service office, the veterans unit is composed of the Local Veterans Employment Representative (LVER) and Disabled Veteran Outreach Program (DVOP) staff who are funded by special VETS grants awarded to the SESA. These personnel are selected and supervised by the Employment Service Office Manager although their salaries are paid by the DOL VETS' grants. The LVER oversees the recruitment, matching and follow-up typically performed by the DVOPs assigned to the same office. These overlapping responsibilities at the local level necessitate that the state Employment Service office work closely with the DOL VETS office.

The Employment Service branch of the SESA, through its director, an assistant director or supervisor of veterans' services, is responsible for the coordination and accounting of veteran and employer recruitment and matching of veterans to employers. In some states, the ES also conducts follow-ups of all veterans placed in training slots by ES staff. This office also participates in the promotion of the program and the joint training of VA and VETS staff. One of the principle functions of this office is to transfer information from the VA to each of the appropriate Employment Services offices in the state and to provide assistance when the Employment Service staff have problems.

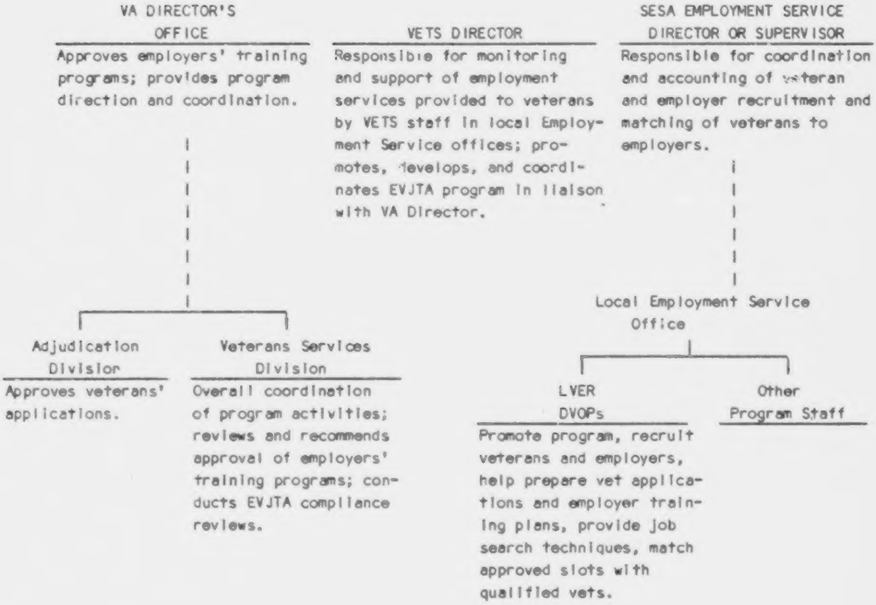
Exhibit 4-5 on the next page depicts the functions typically assumed by each of the three offices in implementing the EVJTA program at the Regional Office level. Not unexpectedly, there are several variations that emerged among the visited sites.

The first variation appeared in three sites which did not display the "troika" pattern of VA, VETS and ES state-level coordination, but instead had only two of the agencies' leaders taking active roles in the program. In the second variation, four sites had other governmental groups (i.e., a state department/office of veterans affairs or a Private Industry Council/Service Delivery Area constituted under the Job Training Partnership Act) that have assumed major roles in EVJTA activities. In this latter variation, each state has a high concentration of veterans and/or was regarded as a "pro-veteran" state.

In the third major variation, found in four of the 12 sites, a VETS staff person was located in the VA Regional Office. In three of the four sites, this person generally functioned as the EVJTA program coordinator for the VETS staff in local ES offices and the VA's Veterans Services Division. This individual served as the contact person for questions and problems raised by field staff and disseminated information to the local offices. In two of the four sites, the VETS staffer

Exhibit 4-5

EVJTA Functions of the Typical VA Regional Office
and
State/Local Employment Service Offices



VA DIRECTOR'S OFFICE

Approves employers' training programs; provides program direction and coordination.

VETS DIRECTOR

Responsible for monitoring and support of employment services provided to veterans by VETS staff in local Employment Service offices; promotes, develops, and coordinates EVJTA program in liaison with VA Director.

SESA EMPLOYMENT SERVICE DIRECTOR OR SUPERVISOR

Responsible for coordination and accounting of veteran and employer recruitment and matching of veterans to employers.

Adjudication Division

Approves veterans' applications.

Veterans Services Division

Overall coordination of program activities; reviews and recommends approval of employers' training programs; conducts EVJTA compliance reviews.

Local Employment Service Office

LVER DVOPs

Promote program, recruit veterans and employers, help prepare vet applications and employer training plans, provide job search techniques, match approved slots with qualified vets.

Other Program Staff

Source: Program implementation site visits conducted by CSR between August 1984 and January 1985.

also screened employer training program forms prior to their submission to the Education Liaison Representative (ELR) to make sure they were completed accurately. If not, the local LVER or DVOP was contacted to resolve the problem so that the forms were error-free. In the third site, the ES had a local office collocated with the VA Regional Office, and the LVER in that ES office served as the coordinator for the entire EVJTA program. The LVER at the fourth VA Regional Office served in a capacity similar to that in a local ES office by taking veteran applications from walk-ins. The presence of an "in-station" LVER or DVOP was strongly recommended by each Regional Office which used this arrangement on the basis that more veterans could be made aware of and involved in the program when they could apply at the VA site rather than be directed to another office in a separate location. In those cases where VETS staff served as coordinators and screeners for employer applications, they extended VA staff resources. They provided a direct link between field staff and VA Regional Office personnel and contributed substantively to the information exchange and problem-solving activities.

A fourth variation was to the assignment of VETS staff to local ES offices. In some states, not all local ES offices were staffed with LVERs or DVOPs. Some assigned these staff to offices located where there was a concentration of veterans or of economic activity and relied on regular ES staff in other offices to handle any inquiries or applicants that might appear. For example, in one state, 75 percent of the VETS staff were located in the "industrial loop," a circuit of major cities in an otherwise predominantly rural state. This practice did not appear to affect program operations in the sites visited one way or another.

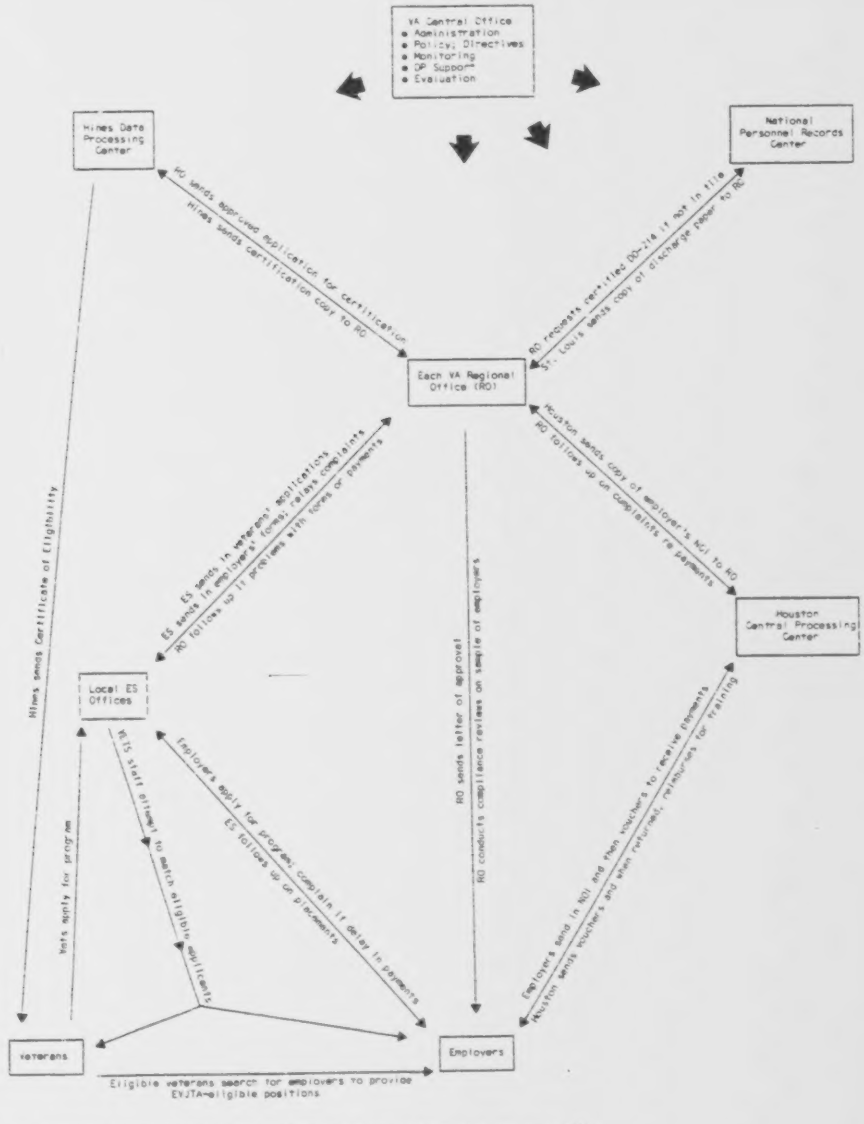
The final variation, actually an exception, occurred in one site where the state's civil service union enforced strict job definitions that limited the functions of the VETS staff. The staff were responsible for veteran and employer outreach, counseling and general program assistance, but could not engage in developing employer applications or job training schedules. That function was reserved for ES district-level job training specialists.

The preceeding paragraphs have described the functions of the various agencies by management level. The distribution of these functions required a great deal of cooperation and coordination. Exhibit 4-6 illustrates the pattern of interaction within and between the agencies that typically occurred in fulfilling several program functions related to processing applicant forms, matching veterans and employers, and reimbursing employers. The mechanisms adopted to facilitate interagency coordination included the following:

- informal, frequent communication across and within agencies, regardless of management level;

Exhibit 4-6

Patterns of Interaction Among VA and Local ES Offices and Applicants in EVJTA Program Operation (Excluding outreach, recruitment, and reporting)


VA Central Office
• Administration
• Policy; Directives
• Monitoring
• DP Support
• Evaluation
Hines Data Processing Center
National Personnel Records Center
RO sends approved application for certification
Hines sends certification copy to RO
RO requests certified DD-214 if not in file
St. Louis sends copy of discharge paper to RO
Each VA Regional Office (RO)
Houston sends copy of employer's NOI to RO
RO follows up on complaints re payments
Houston Central Processing Center
ES sends in veterans' applications
ES sends in employers' forms; relays complaints
RO follows up if problems with forms or payments
Hines sends Certificate of Eligibility
Local ES Offices
RO sends letter of approval
RO conducts compliance reviews on sample of employers
Vets apply for program
VEIS staff attempt to match eligible applicants
Employers apply for program; complain if delay in payments
ES follows up on placements
Employers send in NOI and then vouchers to receive payments
Houston sends vouchers and when returned, reimburses for training
Veterans
Employers
Eligible veterans search for employers to provide EVJTA-eligible positions

Source: Program implementation site visits conducted by CSR between August 1984 and January 1985.

- formal reporting systems to exchange information important to the various staff and agencies involved; and

- periodic meetings of state agency and VA Regional Office personnel to discuss program status and problems.

To summarize, the more important aspects of program management as revealed in the site visits were the following:

- Strong leadership and coordinated roles of the various agencies and organizations enhanced program implementation and minimized duplication of effort.

- Locating VETS staff at the VA Regional Office was viewed favorably by program staff for the following reasons:

    - Review of employer training programs and applications resulted in error-free forms and high approval rates by the VA;

    - Coordination between the VA and VETS field staff was markedly improved because the exchange of information and problem-solving activities were continuous; and

    - Identification of eligible veterans from among the walk-ins and provision of assistance to these eligibles in completing application forms were facilitated.

- Fragmentation of program operations created the need for ongoing, frequently intensive intraagency and interagency coordination, thereby diverting resources (staff, time, and money) from other tasks required for program implementation.

- A tacit agreement among VA, ES and DOL to set aside traditional lines of communication permitted a more expeditious transfer of program information. It is common for a DVOP to call the VA ELR directly without communicating through the chain of command.

4.5.2 Staffing

All of the VA Regional Offices reported that the workload in processing employer and veteran applications was especially heavy during the early months of program implementation. Other than the start-up period, the time when the annual income questionnaires for pension claims had to be reviewed was considered a difficult period.

Processing veteran applications during a 12-month period required anywhere from 0.25 of a person year in one Adjudication Division to a total of 1.75 person years in another. On average, it appeared that an extra person year was needed to process these applications in the

Regional Offices visited. The workload usually was distributed among the Adjudication Specialists and, in some cases, a full-time clerk was assigned to help.

The Veterans Services Divisions also experienced heavy demands on staff time because of 1) the responsibilities for project coordination, 2) the volume of employer applications, with the attendant follow-up for error resolution, and/or 3) compliance reviews which had to be carried out for other VA activities (e.g., educational institutions). The level of effort required for EVJTA activities in this Division over a 12-month period ranged from 0.5 to 1.5 person years, with an average of about one person year. Generally, the ELR's workload increased more than the other staff in this Division because the ELR typically had responsibilities for program coordination as well as review of employer applications.

In the local ES offices visited, the most common staffing pattern for VETS personnel was one LVER and two DVOPs. VETS staff typically exhibited some specialization in functions performed. The LVER supervised the DVOPs and was the person who usually prepared reports on EVJTA activities that were forwarded up the chain of command. Outreach to veterans and assistance in completion of veterans' application forms were performed more often by DVOPs than by LVERs, while the reverse was true with respect to helping employers with their applications and job training programs. Other functions (e.g., employer outreach, job development, matching, and follow-up) were shared by both LVERs and DVOPs. Who performed these various functions was influenced by such factors as location, workload, job description, and individual skills. For example, some VETS staff (usually DVOPs) were located not at the local ES office but in satellite branches or in nearby VA hospitals or VETS centers. These "out-stationed" staff often concentrated on veteran and employer outreach. They reported to the LVER in the local ES office, who frequently handled the full array of EVJTA program activities at that central office. Some offices had a higher volume of work than VETS staff could manage, in which case ES staff provided assistance, such as a Vocational Counselor helping with application forms as well as job counseling and job search techniques. Mentioned previously was the site where the civil service union proscribed certain functions for VETS staff, namely activities relating to employer applications, matching, and follow-up, in that state.

It was reported by local VETS staff at two sites that general reductions in ES staffing levels reduced the amount of staff effort available for EVJTA-related activities, particularly in the area of employer outreach and follow-up. VETS staff usually were not directly affected by these general staff reductions for two reasons: 1) VETS staff are separately funded through direct federal grants; and 2) the DVOP job classification is restricted to disabled veterans. Therefore, the level and character of VETS staffing remained relatively stable even in the context of general staff reductions. However, EVJTA activities were indirectly curtailed by these general staff reductions in two principal respects.

First, the amount of time that DVOPs were permitted to spend outside the office making contacts with employers frequently was reduced. This restriction was related to the reduced number of staff available to handle client intake in the local offices. Second, the number of ES staff specializing in employer relations frequently was reduced. Although these staff are part of the general ES system, and not part of the separately funded VETS system, it was reported that they frequently were able to undertake activities with employers on behalf of EVJTA.

A recurrent problem identified across the sites visited concerned the lack of administrative money to support additional staff needed for the implementation and operation of the EVJTA program. This complaint was heard from VA, VETS and ES staff.

An innovative approach to offset the lack of EVJTA administrative money for additional staff was developed in one VA Regional Office. The VA Director allocated 40,000 work study hours throughout local ES offices. The VA work study program is a benefit program for veterans in school who may work at minimum wage jobs (usually clerical in nature) provided through the VA to help defray the cost of their education. Through an agreement with the Veterans Job Training Coordination Committee (made up of VA, SESA, and VETS staff in this Regional Office jurisdiction), these students worked at local ES offices at the expense of the VA. Their responsibilities varied from office to office, depending on individual talents and staff needs, but they performed numerous clerical functions which relieved the burden on professional staff.

4.5.3 Reporting

The VA Regional Offices forward weekly reports to the VA Central Office to update the counts of veteran and employer applications received, approved and denied. These reports also indicate how many of the veteran applications are renewals[1] and the number job slots that are represented in the count of approved job training programs.[2] This system of reporting transactions or workload counts does not reflect the actual number of veterans and employers who have applied and been approved or denied by each VA Regional Office.

Each VA Regional Office disseminates information to the appropriate state-level staff in the VETS and/or ES offices for distribution to local office personnel. Lists of employers whose job training programs have been approved and of veterans who have been approved are prepared and distributed on a regular basis (sometimes weekly) by the VA. This information is important to local VETS staff who make job placements. Some VA offices have prepared more elaborate and informative reports for VETS staff. One Regional Office provides a list of employers approved, occupations for which employers have approved training outlines, number of positions available and length of training for each occupation. Another has not only this information but also wage data.

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[1] Veterans must renew their Certificates of Eligibility every 90 days if they still seek placement through the program.

[2] These reports constitute the Manual Reporting System described in Section 2.2.1.

As important as it is for local ES staff to know who is approved, knowledge about placements that have been made is equally vital. A substantial portion of matches are self-directed, as mentioned earlier, in that the veteran finds his or her own employment without ES help. In these cases, the ES has no way of being aware that a match has occurred unless the veteran or employer contacts one of the staff. The VA Regional Office is not involved in the matching process at all. It does receive, from the Houston central processing center, a copy of the employer's Notice of Intent (NOI) to hire which identifies the veteran, and this is a source of information about all matches that occur. However, not all VA Regional Offices systematically forward copies of these NOIs to the state VETS or SESA staff for distribution at the local level. Some local VETS staff cited this as a major problem because they may spend time seeking a match that is no longer available. They felt hampered by not knowing the outcome of their recruitment efforts and said opportunities were lost to build on the momentum of successful placements with other employers.

SESA or VETS staff in some sites had overcome this difficulty by comparing ES lists of placements against those provided by the VA. For example, in one state, SESA personnel aggregate the approved employers by type of job, number of job slots available, and their status (e.g., filled, no longer intend to fill or anticipated fill date, active openings or job orders on file, names of trainees placed). These data are used as a check against the placement data provided by the VA and to correct their own information if a slot is no longer available. In addition, the reports show whether or not state goals for placements have been met as well as the amount of money obligated for filled positions.

4.5.4 Payments to Employers

Employer reimbursement worked with relatively few problems, according to officials at the sties visited. Consistently, reimbursement began within 10 to 20 days from receipt of the Notice of Intent to hire as long as there were few problems with the forms. Occasionally reimbursement took three to four months and resulted in employer complaints.[1]

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[1] The survey of employers confirmed these impressions of local officials at the sites visited. As discussed in Secton 6.7.2, a majority of employers reported that they received reimbursement of their training costs from the VA on average in less than 30 days from the time of submission of the Certificate of Training form.

Upon investigation, the delays were almost always related to failure on the part of employers to follow directions precisely in submitting the Notice of Intent to hire.

At several sites, unique administrative arrangements were implemented to better handle the flow of paperwork, including reimbursement. For example, in Kansas, an in-station DVOP was located at the VA, specifically to expedite paperwork and information exchange between VA officials and the field, between veterans and the program, and between employers and the program. Although no conclusive data were available about the effectiveness of the strategy compared to other sites in terms of information/paper flow, Kansas did experience very quick "turnaround" in applications, very high rates of employer approval and veteran certification, and few or no problems with employer reimbursements.

4.5.5 Compliance Reviews and Reports

At the time of the visits, every site had begun to conduct the required compliance evaluations and had prepared compliance reports. Some VA Regional Offices, such as Seattle and San Diego, had completed a substantial percentage of the total number of required reviews while other offices were in the initial stages of the reviews.

Three criteria were used to select review sites in every location:

- Complaints (usually interpreted as complaints from either the employer or veteran);
- Employers who provided multiple training slots; and
- Random selection of employers.

In addition, several Regional Offices, Buffalo for example, included other criteria as well. Sometimes employers were selected because they had veterans who had terminated; additionally, in some Regional Offices a choice of employers to be reviewed was based upon the projected cost of conducting the visit.

Compliance reviews focused on training progress reports, payroll vouchers and trainee/trainer interviews. Issues addressed were those set forth on the Veterans Administration EVJTA Compliance Survey Form.

Employers were found to be helpful and cooperative and findings suggested that the program was working as intended. Relatively few complaints were registered and those that were noted rarely were serious. When difficulties were noted, most often they related to issues such as the following:

- Employer failing to provide veterans with copies of their training schedule; or

- Incomplete or imprecise training records or evaluation reviews.

Even so, most employers were found to have been providing the training as prescribed. Relatively few employers had to be cited or terminated for failure to perform or for other improprieties. When citations and/or terminations did occur, it was either for failing to pay the amount specified in the training agreement or for not supplying adequate training.

4.5.6 Start-up Period

The President signed the Emergency Veterans' Job Training Act on August 15, 1983, thereby creating a new program to be implemented at regional, state and local levels. In most case study sites, the EVJTA program was operational in November or December 1983 and the first group of veterans was placed in jobs in December and January. This two-to-three month start-up period was a very positive achievement in light of the major tasks which had to be accomplished. The implementation of the program required, among other tasks, that forms and promotional materials be developed and distributed, that staff training and guidance in the form of technical assistance be provided, and that interagency coordination meetings and techniques be established.

Forms Development

Application forms for both employers and veterans were developed by the VA and were ready for distribution to the Regional Offices in November. Apparently most of the Regional Offices received numerous inquiries from veterans interested in applying for the program following publicity about the signing of the bill in August. The absence of application forms created some difficulties in dealing with prospective participants who had to be told to wait an indefinite period of time until application could be made.

Promotional Materials

The importance of timely promotional activities and effective promotional materials was emphasized from the program's beginnings. Staff in the DOL national office undertook the development of promotional ideas and materials that were to be provided to the states to help them with their promotional efforts. A glossy brochure was prepared and thousands of copies were distributed to state VETS offices for dissemination throughout the states. Unfortunately, these brochures often were not received in a timely fashion, arriving after the first of the year (1984). State and local level staff in several of the sites commented that these brochures were not tailored to the audiences in their communities.

Some staff felt it would have been preferable to provide promotional money directly to the state VETS offices or the VA Regional Offices for development of materials targeted toward local audiences. In cases where discretionary funds were available, promotional materials developed at that level were considered by respondents to be much more effective. For instance, VETS offices in Colorado, California, Illinois, and West Virginia were successful in developing either brochures, articles in business journals or exhibits at conventions that attracted employers. In one VA Regional Office, funds were diverted to produce brochures and video tape television advertisements. The relatively small sums spent were viewed to have a far greater impact than did those materials developed outside their service areas.

Staff Training and Technical Assistance

Regional seminars were held throughout the country in the fall of 1983 to train VA Regional Office staff and SESA and VETS state staff in the policies and procedures for implementing the EVJTA program. These staff in turn arranged area-wide training seminars for all local VETS and appropriate Employment Service staff throughout their respective states. These seminars focused on the responsibilities of the various agencies involved, i.e., Veterans Administration, VETS Office, and the Employment Service offices. Typically, the training was developed jointly by the Veterans Administration, VETS and the SESA in each jurisdiction to assure a consistent interpretation of the intent of the program and the procedures to be employed.

The DOL Office of the Assistant Secretary for Veterans' Employment and Training developed a Technical Assistance Guide for Implementation of the EVJTA. This guide, dated October 13, 1983, provides comprehensive coverage of the process and steps involved in handling veteran and employer applications, job development, matching, placement and follow up. Intended for use by anyone who might be the contact person for a veteran or employer interested in the program, the guide received high marks from field staff for providing a timely, thorough, and accurate reference in preparing for and implementing the program.

Interagency Coordination

A series of meetings between VA, Employment Service, and VETS staff were held in the fall of 1983 to develop cooperative arrangements and procedures to implement the program, according to informants in all the case study sites. These meetings were important in defining agency as well as individual roles and responsibilities, in developing coordinated promotional strategies, in identifying reporting requirements, and in establishing rapport and linkages for ongoing cooperation. Other sections in the chapter have pointed out the complexities of fielding the EVJTA program and the fact that well-integrated functions within and across the agencies enhance program effectiveness.

Exhibit 4-7 is a portion of an Activity Report from the Seattle, Washington VA Regional Office that illustrates the pace and scope of interagency coordination, promotion, and training activities during the last

Exhibit 4-7

Illustrative Portions of
Seattle VA Regional Office
Veterans Emergency Jobs Training Bill PL-98-77
Activity Report

October 6, 1983	Initial meeting with VA officials was held at the SDVETS office in Olympia, Washington with the following actions taken: 1) establishment of "The Veterans Job Training (VJT) Coordinating ADHOC Committee"; 2) election of chairman; 3) selection of committee membership (DVA, VA, VETS, SESA, JTPA, PIC, L&I, BAT, and Veterans Organization Representatives); 4) establishment of a Public Information/Outreach Subcommittee; 5) technical assistance for LVER/DVOP/SESA staff Plan of Action; 6) training outline approved; 7) Plan of Action and critical dates; and 8) schedule of next meeting and agenda.
October 19, 1983	Meeting of the full ad hoc Committee held at VA Regional Office in Seattle. The training packages assembled and four training sessions scheduled throughout Washington State.
October 25, 1983	LVER/DVOP and interested personnel joint training session conducted at VA Regional Office.
October 26, 1983	LVER/DVOP joint training (VETS, VA, SESA) held at VA Hospital, Vancouver.
October 27, 1983	1) LVER/DVOP joint training session conducted at the Spokane Job Service Center; 2) meeting with American Lake Drug & Alcohol Abuse Committee at McChord AFB; and 3) JSIC in Mount Vernon to discuss Jobs Bill.
October 28, 1983	LVER/DVOP/L&I and VOR joint training session conducted at VFW in Yakima.
November 8, 1983	1) Joint Training Conference held at SDVETS Conference Room--attendants included Department of Veterans Affairs and Chartered Veteran Contract Service Officers; 2) meetings with Pierce County Executives and 3) Pierce County Veterans Advisory Council to discuss Emergency Jobs Bill.
November 17, 1983	Attended Small Business Administration Seminar to explain Jobs Bill.

Exhibit 4-7 (continued)

November 29, 1983	Meeting of training officers and employers from JSIC to explain Jobs Bill.
December 1, 1983	1) Veterans Phon-A-thon in Tacoma for Emergency Jobs Bill--140 positive responses with requests for further information or further visit; and 2) training seminar for the handicapped on Jobs Bill.
December 6, 1983	Starting on this date there have been conference calls every Tuesday and Friday at 7 a.m. with the VA Director of Veterans Services and his assistant to exchange data on the progress of the Emergency Jobs Bill. Also Employment Security furnishes us a report on all activities relating to the Emergency Jobs Bill program every Tuesday and Friday.
December 7, 1983	Meetings with 1) Tacoma Mayor and 2) JSIC in Ellensburg to discuss Emergency Jobs Bill.
December 9, 1983	Gave presentation to JTPA Council.
December 13, 1983	Briefed VFW National Commander on local Emergency Jobs Bill activities in both Olympia and Tacoma meetings.
December 14, 1983	Attended press conference on Emergency Jobs Bill in Tacoma, Everett and Bellingham.
December 15, 1983	Press conference in Yakima and Spokane.
December 16, 1983	Press conference in Olympia, Wenatchee and Walla Walla.
December 28, 1983	Set up TV story for first veteran hired in Tacoma.

Source: Seattle, Washington Veterans Administration Regional Office.

three months of 1983. This exhibit provides a sense of the types of efforts undertaken in many VA Regional Office jurisdictions to launch the program.

In conclusion, the start-up period was of remarkedly short duration, given the fact that an entirely new program had been created. The brevity of this phase is attributable in part to the design of the program, which built on existing functions within the VA and ES offices, and also to the short-term life of the program, which meant that time was of the essence in recruiting applicants and arranging placements. Field investigators for this phase of the study shared the clear impression that the staff responsible for implementing the program felt a deep commitment to expedite the opening of this employment opportunity for veterans. This commitment also served as a catalyst to get the program moving, despite difficulties encountered along the way.

4.6 Program Outcomes

The discussion on program outcomes is focused on descriptive information available at the case study sites. The information is presented in the following subsections.

4.6.1 Applicants

Two sets of applicants were involved in the program: veterans and employers. Both are discussed in terms of their number and their characteristics.

Veteran Applicants

The number of applications in the program at the time of the site visits is illustrated in Exhibit 4-8. The number of veterans certified for program participation across sites ranged from approximately 2,000 to almost 14,000 persons, depending on the specific location.[1] In general, certifications represented from 1.0 to 4.6 percent of the total Korean Conflict and Vietnam era veteran population with the highest percentage of certifications occurring in West Virginia, which also had the highest overall unemployment. The lower percentages of veterans certified occurred in those regions that had below average unemployment rates. However, no pattern of relationships between unemployment rates and percentage of veterans certified is discernible.

Applications denied approval accounted for 5.7 to 22.7 percent of total applications. The most often cited reason for denial of the application was failure to meet the requirements for 15 weeks of unemployment in the 20 weeks preceding application.

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[1] The number of certified veterans was estimated from the total number of applications, including renewals, shown in Exhibit 4-8. Counts of veterans who applied were not available.

Exhibit 4-9

Veteran Applications and Certifications

VA Regional Office/Start Date of Visit	Population (9/30/84 estimate)				Applications (as of week of visit)[1]					Certifications as Percentage of Veteran Population	Unemployment Rate
	Number of Korean Vets	Number of Vietnam Vets	Total Veterans	Total Population of Area	Total Received	Total of Renewals	Number Approved	Number Denied	Percentage Denied		
San Diego, California Date: 1/21/85	81,000	106,000	187,000	2,500,000	6,351	1,443	5,544	581	9.1	3.0	9.2
Denver, Colorado Date: 1/7/85	78,000	133,000	211,000	2,890,000	5,296	1,220	4,222	1,043	5.7	2.0	5.6
Chicago, Illinois Date: 11/26/84	233,000	345,000	578,000	11,477,000	20,007	4,359	17,863	1,953	9.7	3.1	8.8
Wichita, Kansas Date: 1/7/85	54,000	81,000	135,000	2,364,000	3,099	693	2,736	327	10.5	2.0	5.5
Jackson, Mississippi Date: 11/26/84	49,000	58,000	107,000	2,521,000	2,924	590	2,261	663	22.7	2.1	10.9
Buffalo, New York Date: 12/10/84	97,000	137,000	234,000	7,500,000	10,486	2,802	9,466	972	9.3	4.1	7
Seattle, Washington Date: 1/21/85	121,000	207,000	328,000	4,132,000	13,556	3,205	12,375	987	7.3	3.8	9.4
Huntington, West Virginia Date: 12/10/84	38,000	61,000	99,000	1,950,000	5,000	1,260	4,500	337	6.7	4.6	15.0
St. Petersburg, Florida Date: 1/21/85	274,000	322,000	596,000	9,746,000	7,263	243	6,085	885	12.2	1.0	5.5
Pittsburgh, Pennsylvania Date: 8/20/84	104,000	146,000	250,000	Not collected	8,702	603	7,122	1,252	15.4	2.9	11.5
San Francisco, California Date: 8/20/84	243,000	345,000	588,000	Not collected	11,308	1,656	9,411	1,741	15.4	1.6	8.2
St. Louis, Missouri Date: 8/20/84	121,000	173,000	294,000	Not collected	6,110	995	4,923	886	14.5	1.7	6.9
TOTAL	1,493,000	2,114,000	3,607,000	--	100,104	19,069	86,511	11,627	11.6	2.4	--

[1] Applications data for last three sites are for week of 9/29/84.

Source: EVJTA Manual Reporting System, Department of Veterans Benefits, Veterans Administration.

In terms of veterans' characteristics, it was reported that EVJTA applicants constituted two very different types of veteran groups. On one hand, a number of programs had larger numbers of applicants described by program personnel as "hard core" unemployed. More specifically, these were veterans who were chronically underemployed or unemployed, who had few job or employability skills, who tended to be transients, who needed support services, who had unstable work histories, who sometimes were older, and who were poorly educated. Local program personnel reported that veterans with these characteristics were very difficult to place.

The second group of applicants were veterans who basically were displaced workers. These were veterans with stable work histories, with employability and job-specific skills, and with a high motivation to work. Local program personnel indicated that most of these veterans were job ready and needed only some assistance in finding jobs.

Based on information obtained in the site visits, it appeared that the "hard core" unemployed veterans were found with somewhat more frequency in major metropolitan areas. Veterans who basically were displaced workers appeared to be more likely to be found in smaller metropolitan areas. While no specific data on the number or percentage of each group of applicants were available, local program officials indicated that employers were more willing to hire displaced workers through the program.

Employer Applicants

The number of applications submitted by employers to the program at the time of the study is illustrated in Exhibit 4-9. Each application represents a training program for a specific occupation (DOT code). An employer seeking approval of training programs for different occupations must submit a separate application for each. However, a training program may apply to one or to multiple job slots in the particular occupation. The exhibit shows that the number of approved training programs under EVJTA ranges from 300 to more than 1,600, depending on location. Relatively few employer applications submitted for approval were denied (5.6 percent across all 12 sites); the percentage of applications approved ranged from 84.7 percent in Colorado to 99.4 percent in West Virginia and Kansas. High approval rates were attributed to the careful promotion and screening procedures used by local job developers. When denials did occur, most often they resulted because employers who applied for approval offered prohibited types of jobs — for example, short-term employment, part-time jobs, or jobs in non-growth industries. Some applications were denied for other reasons, such as refusal to disclose an IRS number.

Exhibit 4-9

Employer Applications and Participation

VA Regional Office/Start Date of Visit	Employer Application Data[1]				Job Slot Data[1]		
	Number of Applications Received	Number of Applications Approved	Number of Applications Denied	Percent Approved	Number of Slots Approved	Number of Slots Filled (Placements)	Percentage of Approved Slots Filled
San Diego, California Date: 1/21/85	457	450	2	98.5	1,170	585	50.0
Denver, Colorado Date: 1/7/85	537	455	80	84.7	732	205	28.0
Chicago, Illinois Date: 11/26/84	969	901	39	93.0	1,931	498	25.8
Wichita, Kansas Date: 1/7/85	320	318	1	99.4	686	375	54.7
Jackson, Mississippi Date: 11/26/84	300	297	1	99.0	392	202	51.5
Buffalo, New York Date: 12/10/84	1,803	1,677	120	93.0	2,839	795	28.0
Seattle, Washington Date: 1/21/85	1,475	1,378	68	93.4	2,002	1,194	59.6
Huntington, West Virginia Date: 12/10/84	345	343	2	99.4	778	286	36.8
St. Petersburg, Florida Date: 1/21/85	1,674	1,612	44	96.3	3,548	588	16.8
Pittsburgh, Pennsylvania Date: 8/20/84	995	941	54	94.6	1,585	546	34.5
San Francisco, California Date: 8/20/84	1,107	1,046	27	94.5	1,743	635	36.4
St. Louis, Missouri Date: 8/20/84	856	808	33	94.4	1,619	286	17.7
TOTAL	10,838	10,226	471	94.4	19,025	6,195	32.6

[1] As of week of visit, except for last three sites which are based on 9/29/84 figures.

Source: EVJTA Manual Reporting System, Department of Veterans Benefits, Veterans Administration.

In terms of employer characteristics, EVJTA was reported to attract primarily smaller employers. The typical employer had less than 75 employees and many were described as family businesses.[1] Across all case study sites, only two major employers — Teledyne Ryan and Boeing Military Aircraft Corporation — agreed to participate in the program. Notably, both of these major employers were defense contractors and bothwere expected/required to hire veterans as part of their employee mix.These findings suggest that, for reasons noted in Section 4.3.1, the program is relatively more attractive to smaller rather than larger employers. Moreover, the findings suggest that (1) the promotion strategies employed by Employment Service representatives may be more effective and appropriate with smaller rather than larger employers; and (2) that defense contractors may be an underutilized source of jobs for the program.

4.6.2 Jobs

The information about jobs as program outcomes is divided into three subsections as follows:

- placements,
- training, and
- retention.

Placements

As seen above in Exhibit 4-9, several thousand veterans had been placed at the time of the site visits. The actual number of job slots filled ranged from 205 to 1,194, depending on the specific location. This meant that from 16.8 percent to 59.6 percent of the approved job slots had been filled. In fact, most sites have generated substantial numbers of approved training slots. However, as indicated in Section 4.4.4, many employers have been reluctant to fill approved slots for economic reasons.

Local officials associated with EVJTA reported that employers often applied for approval of a training position well in advance of having an available position for two reasons: 1) employers who applied were hopeful about the economy and expected continuing expansion; and 2) most employers expected a considerable time delay in processing their application - a problem that did not occur.

In terms of types of jobs available to program participants, placement data from four states, Washington, West Virginia, Illinois, and

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[1] This finding was confirmed in the survey of employers (see Section 6.2.2 of this report) and in an earlier report by Centaur ("Emergency Veterans' Job Training Act of 1983, Second Interim Report: Conduct of Training," prepared under contract to the Veterans Administration, May 25, 1984, p. 58).

Mississippi, revealed surprising consistency. For example, the data revealed that there were few placements in agriculture and processing industries. There were relatively few placements in service industries, except in Mississippi where approximately 18 percent of the placements occurred in service settings. See Exhibit 6-1 for a broader perspective on the involvement of employers from different industrial sectors.

Many of the placements occurred in the areas of machine trades and clerical and sales trades. For example, the machine trades accounted for at least 19 percent of the placements in each state while sales positions accounted for 10 to 20 percent of the placements in each state. Professional, technical, and managerial, benchwork and structural jobs accounted for the remaining placements with the percentage in each state being highly variable.[1]

Scant data were available on average wage rate per participant. However, respondents reported that it exceeded minimum wage and in many sites averaged from $5.50 to $7 per hour as a starting/training salary.[2]

Two other points regarding placement require mention. First, some sites reported that in order to expedite placement, especially if there was a highly probable employer-veteran match, they would assume that the veteran was eligible for the program and refer the veteran to the employer together with a caution to the employer that the veteran might not be eligible.[3] Second, the majority of employers had only one training slot, given that most participating employers were small businesses.

Training

Little systematically collected data on training was available; however, information from placement follow-up calls, VA compliance reports, continuing employer contacts, and the initial training contracts permitted the following generalizations to be drawn. When considered across all case study sites, veteran training had the following characteristics:

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[1] For a more complete picture of the occupational categories in which veterans have been trained, see Exhibits 2-6 and 6-25 which indicate that veterans have been placed predominantly in structural work occupations, machine trades, professional/technical/managerial occupations, and clerical/sales occupations.

[2] As reported in Chapter 2, those veterans who entered training by March 30, 1985 earned an average of $6.41 per hour, with 75 percent of these veterans receiving between $4.00 and $7.99 per hour.

[3] This was also reported in the survey of employers (see Section 6.4.4).

- Length of training varied across sites from about six to 15 months with the subsidized training period usually lasting no longer than nine months (the maximum length of subsidy for nondisabled veterans).

- Training was provided by an experienced, qualified individual.

- Training experiences generally followed the established training schedule.

- Instruction usually was provided through job coaching rather than classroom instruction.[1]

- Emphasis was placed on skill acquisition rather than on knowledge acquisition or attitude adjustment.

- Instruction generally conformed to job needs rather than a structured curriculum.

- Most veterans and employers were happy with the training arrangements; few complaints were lodged, either by employers or employees.

When complaints were registered, usually they were related to the employer's inexperience in providing training, and most specifically to employers not keeping accurate records of employee progress within different areas of training. Rarely were employers found to have abused the EVJTA system by failure to pay the appropriate wage or failure to provide the appropriate training.

Retention

Retention information was available from several sources rather than through a single, unified program. Some information was available from the VA Regional Offices, based upon information collected during the compliance review; other information was available through the Employment Service and their standard 30- to 60-day follow-up of placements; still other information of an anecdotal nature was available through typical and continuing interaction of VETS representatives and employers.

Taken together, this early retention information paints a positive picture of program outcomes. For example, in Washington and Illinois, all placements are followed up at 30 days; findings indicated that more than 90 percent of placements were still on the job at the time of the follow-up. However, both analyses of data from the Target Benefits Delivery System (see Section 2.3) and the survey of veterans (see Chapter 5) indicate a substantially higher dropout rate among veterans placed.

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[1] When training involved classroom instruction, the training usually was part of an existing, more highly structured training program, such as the Teledyne Ryan program in San Diego.

4.7 Summary of Major Findings

A review of the findings from the analysis of EVJTA program implementation across 12 sites leads to a number of conclusions that may be useful to program officals.

- Promotion of the program is important in attracting veteran and employer support.

The most effective promotional activities were continuous; were coordinated between state and local levels; were targeted to specific audiences; and were tailored to specific geographical and political levels. Effective strategies to recruit veterans include word-of-mouth referrals, agency screening, classified ads, and information dissemination through veteran organizations. Particularly effective outreach strategies to employers include video/film presentations, individual company contacts, direct mail solicitation, presentations through trade, employee and civic groups, targeted ads in trade journals and political/media strategies.

- The start-up period was critical to the successful implementation of the program.

The start-up period provided an opportunity to work out and coordinate activities among agencies; to develop forms, promotional materials and the Technical Assistance Guide; and to provide training to field staff. Moreover, start-up was a sizeable accomplishment in its own right, given the short time that officials had to plan and carry out the activities.

- Collocation of personnel with responsibilities for program implementation functions reportedly helped to overcome the potential difficulties inherent in a program that has responsibility and authority divided among several agencies.

It served to increase veteran participation, facilitate approval of applications, and improve coordination between VA and VETS field staff because it allowed for a continuous exchange of information and problem-solving activities.

- The potential problems that could result from a program with responsibility and authority distributed across several organizations/agencies generally did not exist.

Four factors seemed to account for this finding. First, responsibility and authority were clearly defined in the law and guidelines; moreover, these were assigned based on existing agency expertise so as to avoid "turf" problems and enhance specialization. Second, the essential and critical communication and coordination between, among, and within agencies occurred. Frequent discussions, meetings and reports across and within agencies regardless of management level facilitated cooperation.

The usual boundary maintenance rules of organizations were set aside for this program. Third, the program was given high priority status by all involved organizations. Fourth, strong leadership and coordinated roles of the various involved agencies and organizations enhanced program implementation and minimized duplication of effort.

- The training cost reimbursement was the most potent factor that encouraged employer participation.

Employers also responded favorably to the lack of paperwork and the technical assistance available from ES staff, who regard this function as critical, given the difficulty of the forms and employer inexperience with developing training programs. Some employers, especially larger companies, resisted opening their records to government auditors. Importantly, the training cost reimbursement was not a sufficient amount to induce larger employers to apply and to participate.

- High local unemployment rates did not adversely affect the local program's number of placements.

In fact, there was an unusual relationship between the local unemployment rate and the program's placements: within the same state, areas with higher unemployment tended to have more placements than areas of lower unemployment. Two reasons were reported for this unexpected event: 1) where unemployment rates were lower, the veteran pool was composed primarily of hard-to-place, "hard-core," less skilled unemployed veterans; and 2) where unemployment rates were higher, the veteran pool was larger and included many individuals who had been laid off because of changing technology. These veterans had stable work histories and employability skills.

- The veteran certification procedure and the employer application procedure were standard across all sites and usually accomplished in a timely fashion.

The time for approval of applications was usually very short. In general, the time for veteran certification, approval of employer training programs and reimbursements have been less than the guidelines initially set forth in the Technical Assistance Guide.

- The program has been an asset to the VETS staff because it has improved the staff's credibility with employers.

With relatively few exceptions, the staff have been able to fill available, approved job openings with certified veterans. Moreover, open job slots generally have been filled quickly (within one to two weeks); employer paperwork has been kept to a minimum; employer reimbursement has been prompt; and technical assistance provided by VETS staff has been timely and sufficient.

- Older veterans, for example, those from the Korean Conflict period, were more difficult to place than Vietnam veterans.

There was some reluctance among employers to hire middle-aged and older applicants. Veterans of any age without stable work histories, employability skills, or basic mathematics skills were difficult to place.

- When compared to other job training programs, EVJTA has relatively little paperwork and "red tape."

The paperwork usually is handled expeditiously by program personnel. Training sessions were adequate to teach staff the necessary procedures.

- The program was viewed enthusiastically by personnel in every agency involved with the program.

The positive view of the program seemed to be associated with two factors: 1) VA and VETS staff's perceptions that the effort was helping veterans and (2) a recognition that the program was a short-term effort.

- The self-directed search and the employer-driven match were effective strategies for matching veterans with training slots.

Where self-directed search was used, it was enhanced by employability workshops provided by Employment Service representatives. The matching of veterans to employers was handled expeditiously in all offices surveyed.

- Programs located in states that received large per capita defense-related funding, programs located close to major military bases and programs located in areas in which the number of businesses was expanding rapidly seemed to generate the largest percentage and number of training slots.

The influence of defense spending may be attributable to veteran hiring requirements incorporated in many Department of Defense contracts.

5.0 PRELIMINARY FINDINGS FROM THE SURVEY OF VETERANS

This chapter presents the preliminary results of the survey of veterans conducted as a portion of the overall evaluation of the effectiveness of EVJTA.

5.1 Introduction

The purpose of this chapter is to present the preliminary findings from the survey of veterans. The results contained in this chapter are based on 1,013 completed interviews performed during the first half of the data collection for the survey. Of the 1,013 interviews, 509 were with participating veterans, and 504 were with veterans certified as eligible for the program, but not participating.

When completed in June, 1985, the survey of veterans will obtain data from approximately 2,000 veterans who were certified as eligible for the EVJTA program. Approximately 1,000 interviews each will be obtained from participating and nonparticipating veterans.

All findings contained in this chapter are preliminary and tentative. The data analysis is based on one-half of the scheduled data collection. Refined statistical adjustments and analysis will be performed at the conclusion of data collection.

5.1.1 Methods and Procedures

Since the objective of the survey is to provide information concerning the effectiveness of the program in helping veterans to be more successful in the workforce, participants were surveyed approximately two months following their scheduled completion of the program. Nonparticipating veterans constitute a comparison group, and were surveyed 11 months following their certification of eligibility for the program. This is roughly equivalent to surveying a veteran who enrolled in a 9-month program two months following completion of training.

The participant sample was drawn from all participants who entered training prior to July 1, 1984. The sample of 1,000 participating veterans was drawn randomly, with all participating veterans that fit the time frame of the survey having an equal probability of selection. The sampling rate was approximately one out of every 6.1 participants.

The nonparticipant sample was drawn from individuals who applied and were certified by June, 1984, and were determined to be nonparticipants as of June 30, 1984, according to VA records. The sample of 1,000 nonparticipants was selected to mirror the distribution of participants along geographic and time dimensions. That is, approximately equal numbers of participants and nonparticipants were selected within each region of the country, and within specified time periods. Nonparticipants were selected with different probabilities within these geographic and time strata. The average selection rate for nonparticipants was one in 75.

As part of the survey design, a sufficient number of participants and nonparticipants were sampled to allow for sample attrition.

5.1.2 The Present Survey Population

The analysis in the remainder of this chapter is based on approximately one-half of the total interviews scheduled for this project. The total sample drawn for the December, 1984 through February, 1985 period was 1,777 cases. At the date when analysis began, completed interviews had been obtained for 1,042 veterans. Of the balance, it was not possible to locate 429 veterans, and an additional 154 veterans had no telephone number available from the Veterans Administration, or from directory assistance. An additional 41 cases were closed for other reasons, such as incarceration, veteran out of the country, or failure to return callbacks. Four individuals were determined to be physically unable to participate in the study, and ten cases were closed due to a breakoff of the interview by the respondent, with only partial data obtained. There were 93 cases in pending status. Appendix C includes a detailed tabulation of the interview response status for that segment of the veteran survey sample upon which these interim results are based.

The 1,042 completed cases separate into 538 interviews with program participants and 504 interviews with nonparticipants. These 1,042 cases include 10 female veterans. These females are included within the various descriptive statistics presented in this chapter but they have not been separately identified because they represent such a small proportion of the total.

Of the 1,042 cases available for analysis, 29 respondents were identified who originally were determined to be nonparticipants but who subsequently gained entrance to the program. Few of these 29 "switchers" would have been scheduled to complete their training prior to the date at which they were interviewed, and they can be expected to be systematically different from other participants because they gained admission to the program a relatively long time (at least three months) following their initial application and certification to the program. The fundamentally different nature of these 29 switchers, together with their relatively small number, make it desirable to exclude them from the preliminary analysis. The experience of these switchers will be examined in more detail when the final analyses are conducted. Therefore, a total of 509 participant and 504 nonparticipants have been included in the results reported in this chapter.

With respect to the interim findings presented in this chapter, three features of the initial sample should be noted. First, because of the timing of EVJTA program implementation and sample selection, veterans who participated in the program for only a short period of time (less than nine months) are overrepresented in our sample. The entire survey sample consists of participants who entered training positions prior to July 1, 1984. However, the portion of the survey sample currently available for analysis is restricted to those participants scheduled to complete their training by December 31, 1984. The characteristics of this group may differ somewhat from those of the entire population of veterans, whose characteristics have been described in earlier chapters of this report. Second, the post-program outcomes presented in this chapter refer to a time period that, on average, is only two months following scheduled program completion. While these measures provide a useful description of the status of EVJTA participants two months following program completion, they do not provide an adequate basis for assessing the long-term impact of the program. Measures indicating long-term impacts will be developed with data from a longer term follow-up of participants, approximately one year after program completion. Finally, the results presented in this chapter are based upon only one-half the number of observations in the total sample.

5.1.3 Statistical Properties of the Estimates

The estimates reported in this study are derived from a stratified sample, with unequal probabilities of selection for individuals who were participants and nonparticipants in EVJTA. Specifically, approximately one out of six participants were sampled for inclusion in the survey, while only about one out of 75 nonparticipants were included. Furthermore, nonparticipants from within different regions of the country and who applied during different time periods have somewhat different probabilities of selection.

With a survey design of this nature, true estimates can only be produced by using weighted analysis procedures that take into account the selection probability of individual observations. All estimates presented in the following sections have been produced using preliminary sampling weights that account for the differential probability of selection of sample respondents. However, since the survey has not been completed, final sampling weights, which include the effects of non-response, are not available for these analyses. Appendix C includes detailed technical information regarding the sampling errors and the weighting specifications applicable to these results.

5.1.4 Organization of the Chapter

The remainder of this chapter contains eight sections of which this introductory section is the first. Subsequent sections treat: 1) the demographic characteristics and pre-program experiences of participants and nonparticipants; 2) the interactions of participants and nonparticipants with the EVJTA program; 3) the program experiences of participants; 4) descriptive statistics regarding post-program employment and earnings of participants and nonparticipants; 5) multivariate analyses of the post-program employment and earnings of participants and nonparticipants; 6) a comparison of the descriptive and multivariate results regarding employment and earnings; and 7) a summary of the findings to date from the survey of veterans.

The pages which follow include a combination of graphics and narrative. All descriptive data presented in graphic form, and data not appropriate for graphic presentation, are presented in tabular form in Appendix D. Documentation for the multivariate analyses is provided in Appendix E. The veteran survey questionnaire is included in Appendix F.

5.2 Demographic Characteristics and Pre-Program Experiences of Participants and Nonparticipants

This section examines the characteristics of certified veterans who became participants and those who did not, focusing on the differences between the two groups. The measures examined include: 1) characteristics of service in the Armed Forces; 2) demographic measures; 3) education and training; and 4) prior labor market experience.

The results are based on 1,013 completed interviews, 509 with participants and 504 with nonparticipants. When weighted, these 1,013 cases represent 3,102 participating veterans, and 37,626 nonparticipating veterans.

5.2.1 Military Experiences

Each of the four major branches of the Armed Forces is represented in the EVJTA program. Approximately 50 percent of the participants had served in the Army, approximately 20 percent of participants had served in the Navy and a similar proportion had served in the Air Force. Approximately 10 percent had served in the Marines (see Exhibit 5-1). The distribution of nonparticipants by branch of service was similar, with the Army having a slightly higher percentage and the Navy a slightly lower percentage of nonparticipants than participants.

With respect to era of service, 20.5 percent of participants served during the Korean Conflict, compared with 25.1 percent of nonparticipants who served during this time (Exhibit 5-2). Corresponding figures for the Vietnam era indicate that 78.6 percent of participants served in this era, while 73.9 percent of nonparticipants were in the Armed Forces during the Vietnam era.

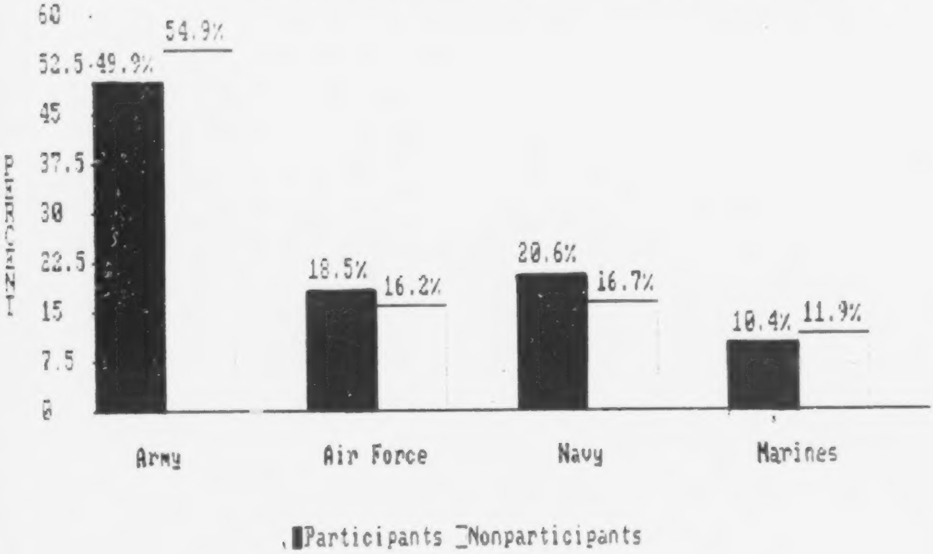
5.2.2 Demographic Characteristics

The age distribution of participants and nonparticipants did not exhibit any noteworthy differences (see Exhibit 5-3). The highest proportions of both participants and nonparticipants are aged 35 to 39, while the lowest proportions are in the 25 to 29 age group. It is interesting to note that the proportions of participants and nonparticipants are similar for the 30 to 34 and the 45 and older age groups, ranging from 22.0 to 26.7 percent. While sample survey results are not sufficiently sensitive to detect a difference in age, data presented in Chapter 3, based upon a much larger number of observations, demonstrate that participants are younger than nonparticipants.

The distribution of participants and nonparticipants by race exhibits marked differences (see Exhibit 5-4). Approximately 80 percent of participants are white, compared with approximately 70 percent of nonparticipants. Consistent with this finding, 13.5 percent of participants are black, compared with 25.0 percent of nonparticipants. The

Exhibit 5-1

Branch of Service for Participants and Nonparticipants

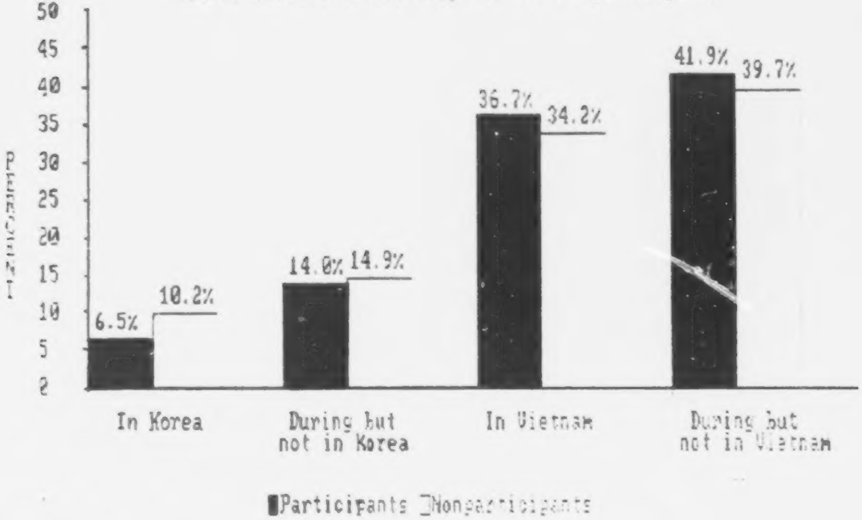


Participants = 509
Nonparticipants = 504

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-2

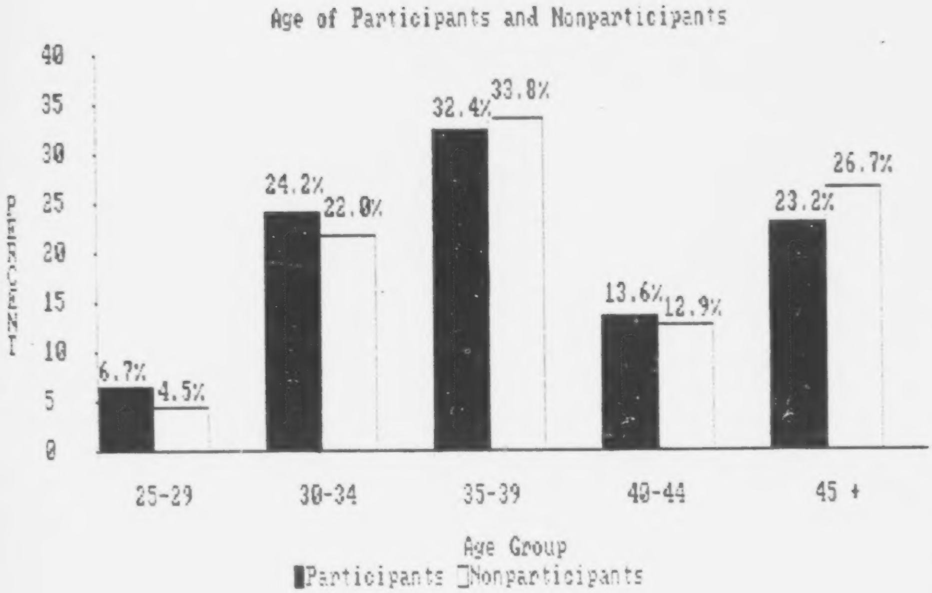
Era of Service of Participants and Nonparticipants



Participants = 509
Nonparticipants = 504

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

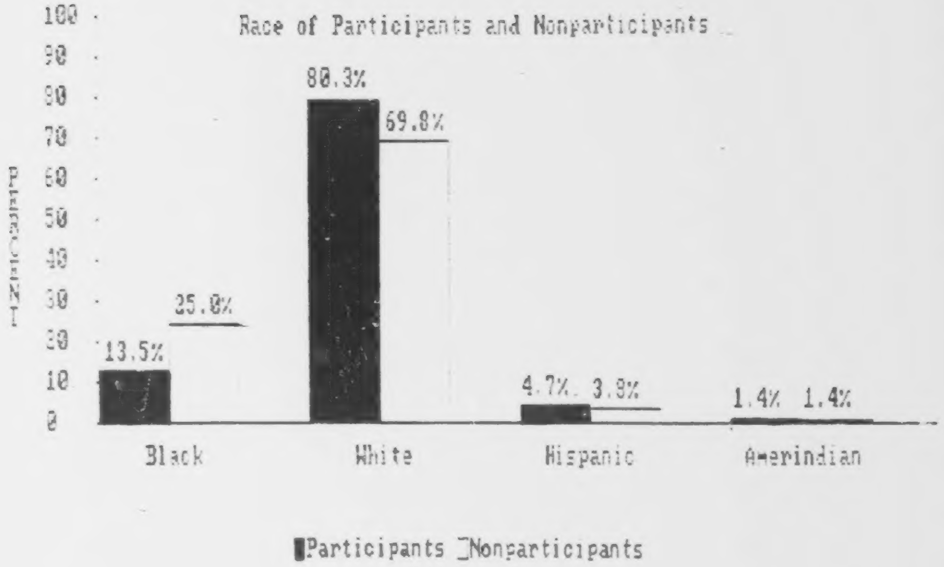
Exhibit 5-3



Participants = 509
Nonparticipants = 504

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-4



Participants = 506
Nonparticipants = 500

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

difference in racial composition of participants and nonparticipants is statistically significant at the 0.0001 level.[1] Hispanics and other minority groups constitute only small proportions of both participants and nonparticipants.

The sample survey finding that the participant group includes a markedly lower proportion of blacks than the nonparticipant group is useful in supplementing the analyses reported in Chapter 3 regarding factors related to participation. The data base used for the analyses reported in Chapter 3 did not include race as a variable. The systematic differences observed between participants and nonparticipants in the multivariate model of Chapter 3 could reflect a hidden racial difference between the two groups that cannot be determined in that model.

Marital status also shows some interesting differences, with married individuals comprising a larger proportion of participants than nonparticipants, 66.3 percent versus 61.8 percent (Exhibit 5-5). Individuals who were never married comprise a smaller proportion of participants than nonparticipants, 11.8 versus 16.5 percent.

5.2.3 Education and Training

The education levels of participants and nonparticipants do not exhibit marked differences (Exhibit 5-6). Ten and one-half percent of nonparticipants have less than a high school education, compared with 7.1 percent of participants. At the other end of the educational attainment scale, 45.4 percent of participants have at least some college education, compared with 41.5 percent of nonparticipants.

Sample survey results are not sufficiently sensitive to detect differences between participants and nonparticipants with respect to level of education. However, data presented in Chapter 3, based upon a much larger number of observations, demonstrate that participants have completed more years of school than nonparticipants.

Prior participation in formal training programs is similar for the two groups (Exhibit 5-7). Approximately 15 percent of both participants and nonparticipants had completed a job training program prior to application for certification under EVJTA. A relatively small proportion -- approximately two percent -- of each group had participated in training programs under the Job Training Partnership Act (JTPA).

5.2.4 Labor Market Experiences

Participants seemed to have been more successful in the labor market than nonparticipants, as measured in terms of their most recent experiences (Exhibit 5-8). Participants had spent less time between their last full-time job and application for certification under EVJTA than nonparticipants, 27.6 versus 34.3 months, and less time between a

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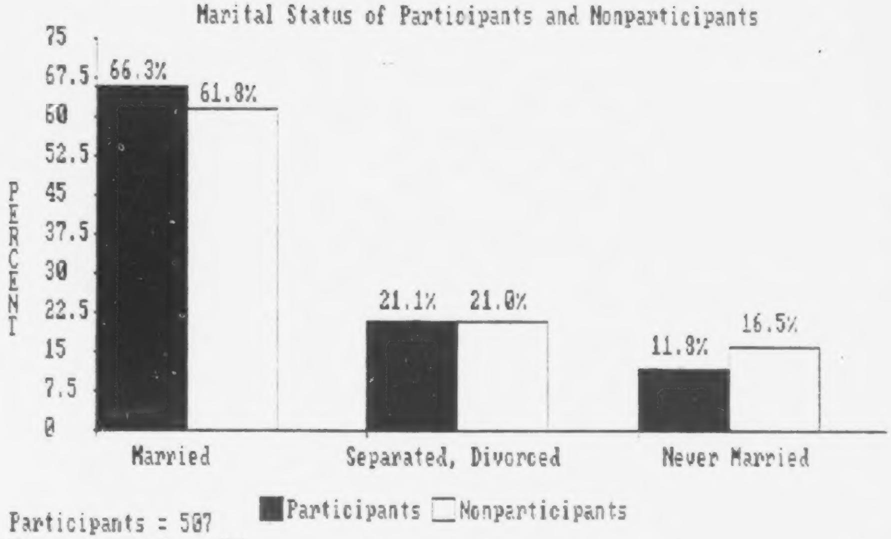
[1] Based on a two-way Chi square test (black-white and participant-nonparticipant); Chi square value of 204.7.

Exhibit 5-5

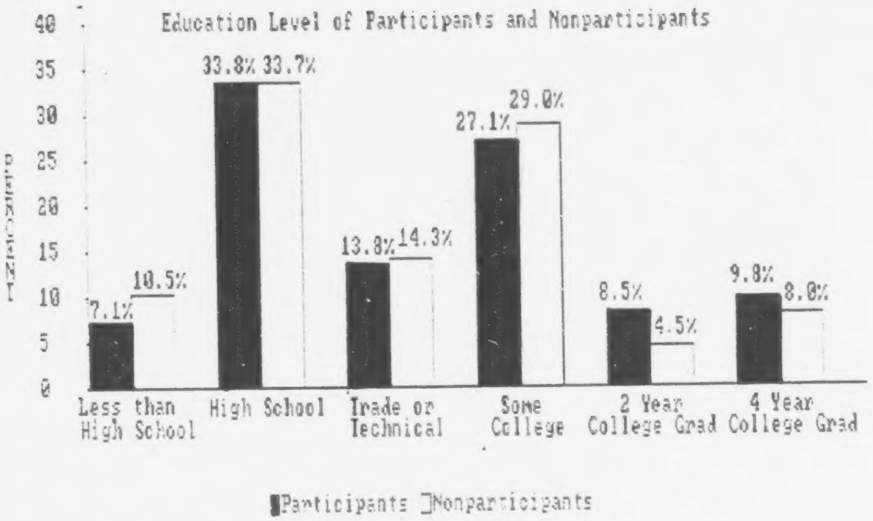
Marital Status of Participants and Nonparticipants



Participants = 507
Nonparticipants = 502

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-6

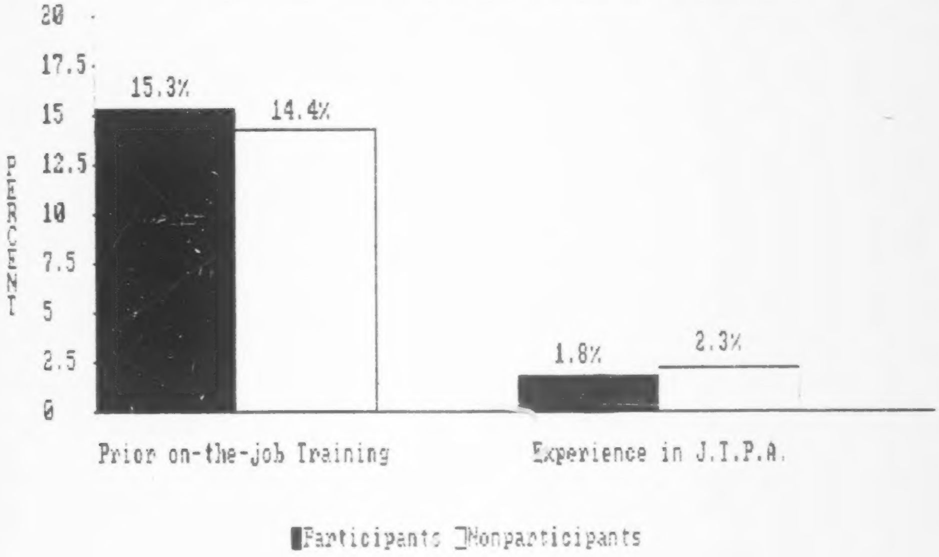


Participants = 509
Nonparticipants = 504

Source: Survey of EVJTA certified veterans conducted between
December, 1984 and March, 1985 by Research Triangle
Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-7

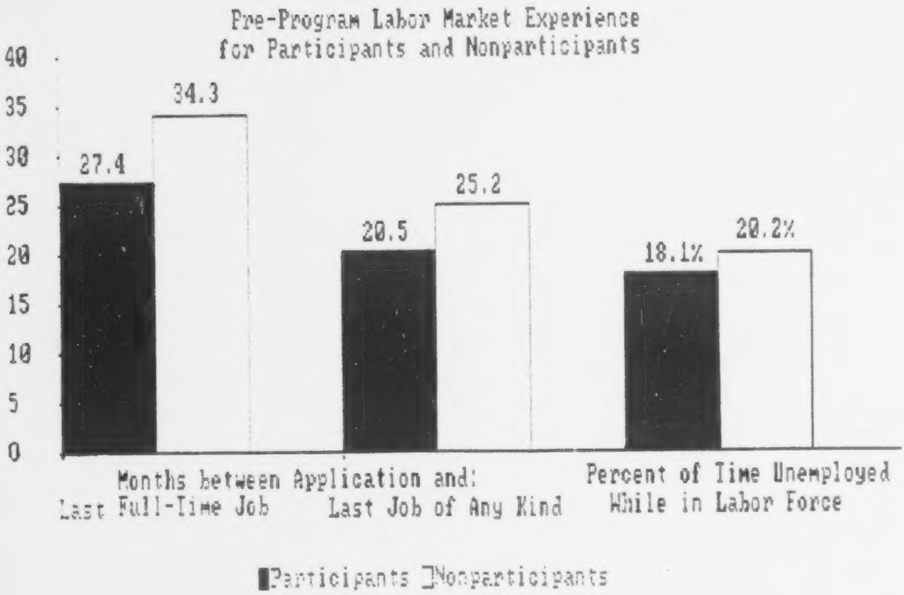
Training Experience of Participants and Nonparticipants



Participants = 507	Participants = 506
Nonparticipants = 504	Nonparticipants = 502

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-8



Participants = 509
Nonparticipants = 504

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

job of any kind and application for certification, 20.5 versus 25.2 months. Participants also had been in the labor market about a year less than nonparticipants, and had been unemployed for a smaller proportion of their labor market experience, 18.2 versus 20.2 percent of the time.

5.3 Program Interactions of Participants and Nonparticipants

An important component of the overall survey was an assessment of the applicants' interactions with the EVJTA program. These interactions were measured in terms of sources of applicant information about EVJTA, number of contacts between the applicant and the Employment Service, number of employers learned about and contacted, and satisfaction with services received. An examination of these measures indicated interesting differences beween participants and nonparticipants with respect to calls to and contacts by the Employment Service, as summarized in Exhibits 5-9 and 5-10.

Exhibit 5-9 displays the distribution of the number of calls to the Employment Service to inquire about the EVJTA program by participants and nonparticipants. As indicated in the exhibit, the average number of calls was slightly higher for nonparticipants than for participants. At the extremes of the distribution, 20.1 percent of nonparticipants made no calls, while 32.4 percent of participants did not contact the Employment Service. At the other end of the distribution, 16.6 percent of nonparticipants contacted the Employment Service 16 times or more, compared with only 10.8 percent of participants. To some extent, these patterns may be expected. Some participants entered training positions because the Employment Service called the veteran or because the veteran identified a potential training position without assistance from the Employment Service. Once in a job training slot, the participants had no reason to call the Employment Service.

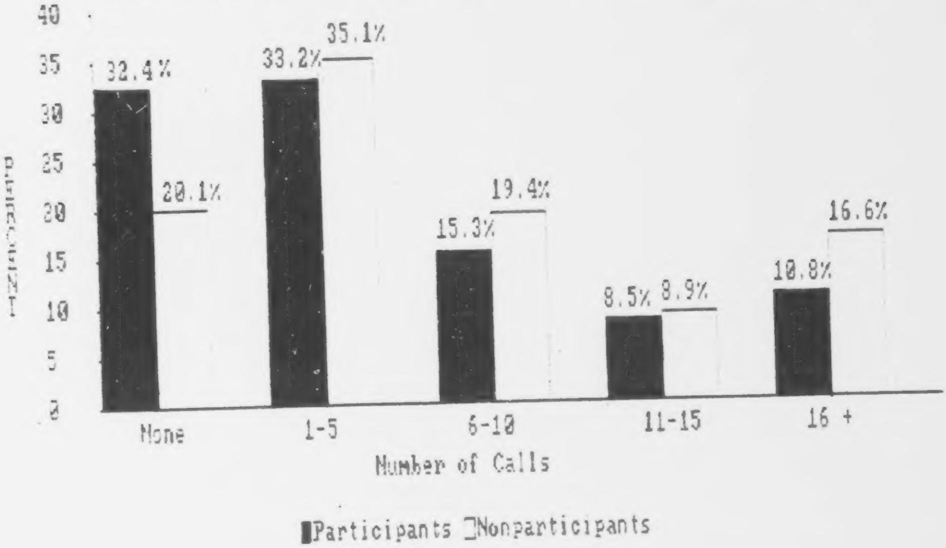
An indication of the effort made by the Employment Service to place applicants in the EVJTA program is measured by the number of times the applicant was contacted by ES. As shown in Exhibit 5-10, 86.2 percent of participants were contacted by ES two times or less. The similar figure for nonparticipants was 92.5 percent. As a result of these mutual contacts, 84.5 percent of participants learned about at least one employer, compared with only 33.7 percent of nonparticipants. Consistent with this information, 77.5 percent of participants contacted at least one employer, while only 26.8 percent of nonparticipants contacted an employer. Thus, it appears that information learned about specific employers is important tc participation in the EVJTA program.

5.4 Program Experiences of Participants

The previous section discussed the characteristics of participants and nonparticipants in EVJTA. This section provides detailed statistics on the characteristics of veterans who complete, remain, and drop out of EVJTA. Topics addressed include: 1) participants still in training; 2) training received by participants; 3) level of participant satisfaction with the program; 4) reasons for dropping out; and 5) dropout

Exhibit 5-9

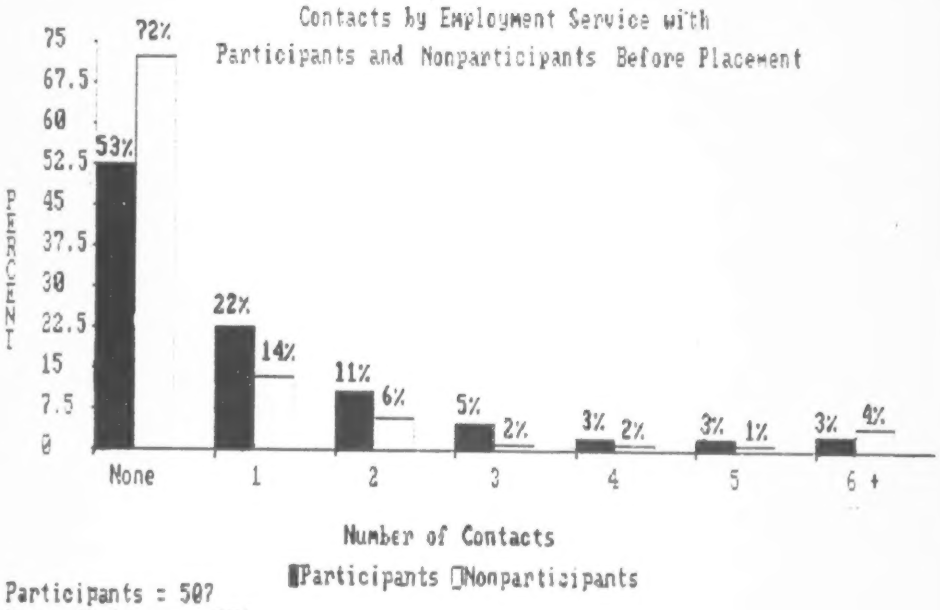
Calls to Employment Service by Participants and Nonparticipants



Participants = 509
Nonparticipants = 504

Source: Survey of EVJTA certified veterans conducted between
December, 1984 and March, 1985 by Research Triangle
Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-10



Participants = 507
Nonparticipants = 504

Source: Survey of EVJTA certified veterans conducted between
December, 1984 and March, 1985 by Research Triangle
Institute under subcontract to Centaur Associates, Inc.

rates. The findings in this section are based on 504 completed interviews with participants who were determined to have completed or dropped out of training, or were still participating. When weighted, these 504 cases represent 1,268 veterans who had completed training, 1,471 veterans who had dropped out of the program, and 332 who were still in training.

5.4.1 Program "Remainers"

As shown in Exhibit 5-11, 41.3 percent of participants completed the program, while 47.9 percent reported that they dropped out prior to completion. Although the survey was designed to contact participants two months after they had left the program, 10.8 percent of those contacted reported that they were still in the program. These veterans are designated as "remainers" in Exhibit 5-11.

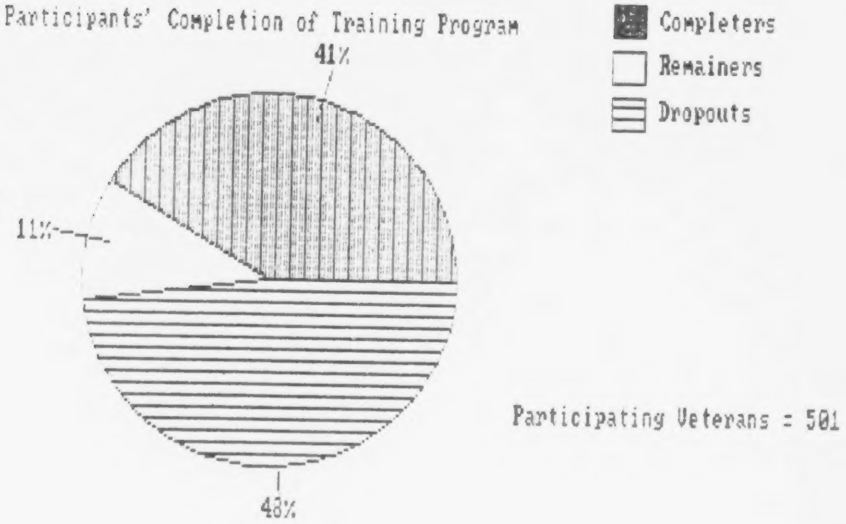
Several possible explanations exist for the presence in the survey sample of participants who reported that they still were in training. One is that the information used to develop the sample was erroneous and these participants started the program later than the records indicated. In this case, the veterans would not have been expected to have completed the program at the time of the interview. In addition, certain veterans with service-connected disabilities are eligible to participate in training for up to 15 months (as opposed to a maximum of nine months for nondisabled veterans). As a result, some of the disabled individuals could still have been in the program at the time of the interview. Another possible explanation for the existence of the remainer group is that the participant had changed job training slots or had another reason for an interruption in training. It is also possible that these participants were not aware that they had completed the EVJTA program. The purpose of on-the-job training is to create a real working environment. Since there frequently is no specific event to signal the end of training, and the participant continues to receive the same wage and paycheck from the employer, it is possible that these participants were not aware that the EVJTA experience had been completed.

For these reasons, it is assumed that respondents classified as remainers have characteristics more similar to completers than to dropouts. Based on this assumption, results related to the proportion of participants who dropped out of the EVJTA program, as reported in the survey, do not assume that the remainers currently are or are likely to become dropouts. Therefore, the remainder of the exhibits and accompanying text within section 5.4, will focus primarily on the characteristics of the dropouts and selected differences between completers and dropouts. Tables in Appendix D include descriptive information on those classified in the remainer category.

5.4.2 Training and Wages Received by Participants

The first measure that was examined was the amount of time that participants had received training (Exhibit 5-12). A strong association was found between number of hours of training received per week and

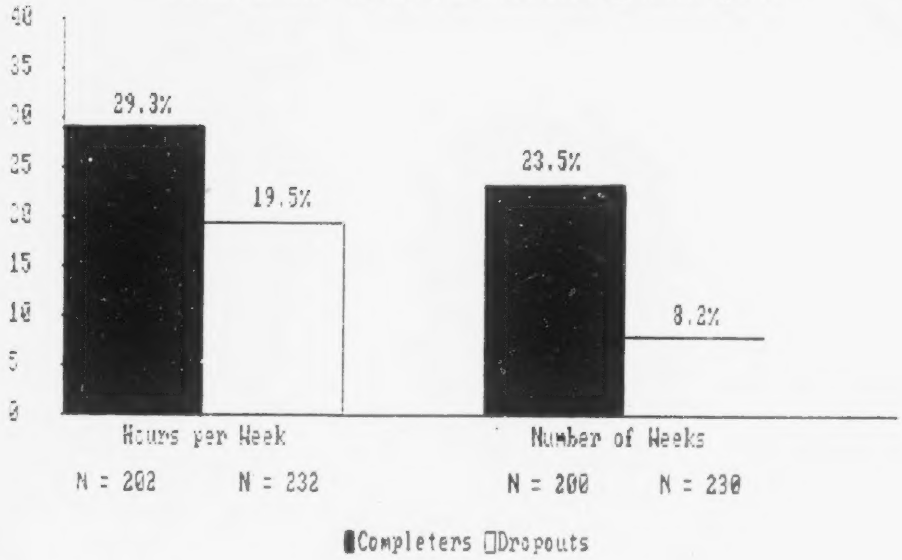
Exhibit 5-11



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-12

Amount of Time Training Was Received by Participants



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

outcome. Completers reported receiving 29.3 hours of training per week, while dropouts reported receiving only 19.5 hours per week. The average amount of weekly wages received in the program were $266, $236, and $255 for the completers, dropouts, and remainers, respectively.

When asked about the number of weeks during their participation in which they received training or close supervision, completers reported that they received training during an average 23.5 weeks, while dropouts reported receiving training only during an average 8.2 weeks. Remainers reported receiving training during an average 29.3 weeks.

5.4.3 Measures of Satisfaction with the Program

A scale of participant satisfaction with the program containing separate components was developed. Satisfaction was scaled as: 4-very satisfied; 3-satisfied; 2-dissatisfied; and 1-very dissatisfied. As shown in Exhibit 5-13, completers were more satisfied with the program (score of 3.1 on the scale) than dropouts (score of 2.1 on the scale). Values of the satisfaction scale were similar for each of the separate program components for both completers and dropouts. However, the pattern of a higher degree of satisfaction by completers as opposed to dropouts was consistent across the four separate components of training, supervision, opportunity for advancement, and pay.

Another important indicator of program success is the extent to which participants received training in their expected occupation. As indicated in Exhibit 5-14, 89.5 percent of the completers received training in their expected occupation, compared with only 58.2 percent of the dropouts.

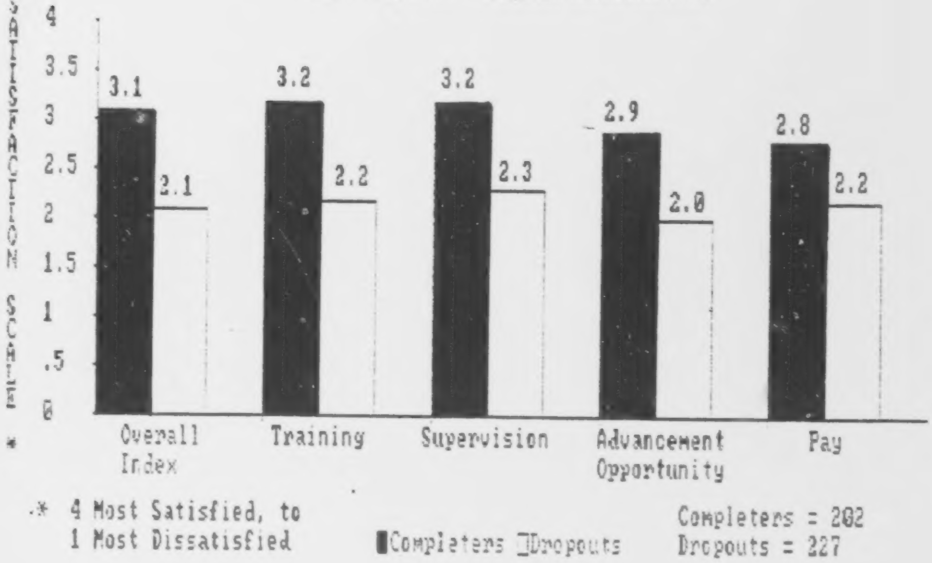
As indicated in the following section, slightly less than one-third of the participants who dropped out of the program indicated that the program was not what they had expected. Not receiving training in the expected occupation appears to be a major factor behind the decisions made by certain participants to drop out of the program.

5.4.4 Reasons Given by Participants for Dropping Out

Although a majority of the veterans were satisfied with the EVJTA program, nearly half of the survey sample of participants left the program before completing their training. Reasons given by veterans for leaving the EVJTA program are shown in Exhibit 5-15. Approximately two-fifths of the dropouts were involuntary -- the participant was either laid off (30.6 percent) or fired (11.2 percent). The remaining 60 percent of the dropouts can be classified as voluntary. The major reasons for dropping out in this group are that the veteran did not find the training to be what was expected (31.8 percent of the total) or that the veteran found a better job (16.5 percent of the total). The remainder of the dropouts were associated with health (5.8 percent of the total) or other reasons (4.1 percent of the total).

Exhibit 5-13

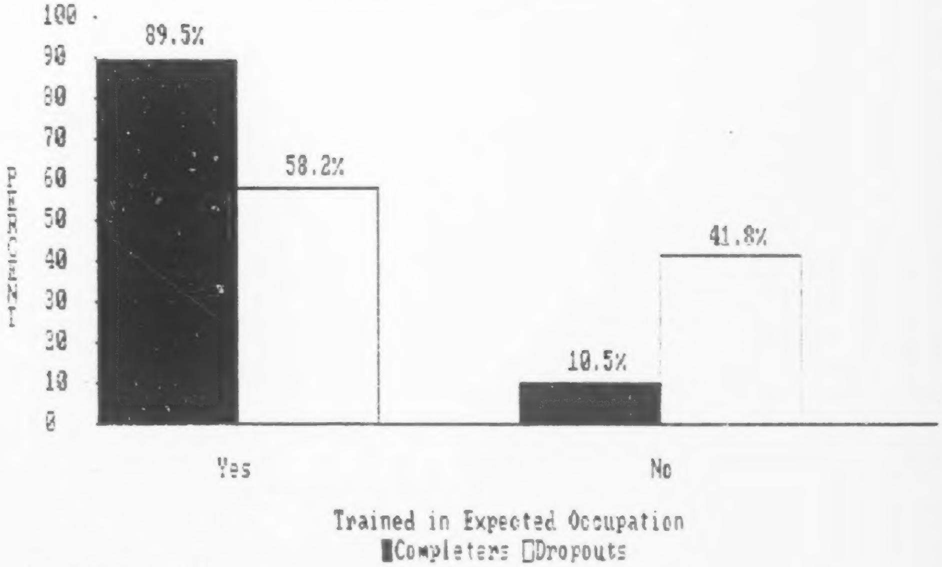
Participants' Program Satisfaction



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-14

Extent to Which Participants Were Trained in Expected Occupation

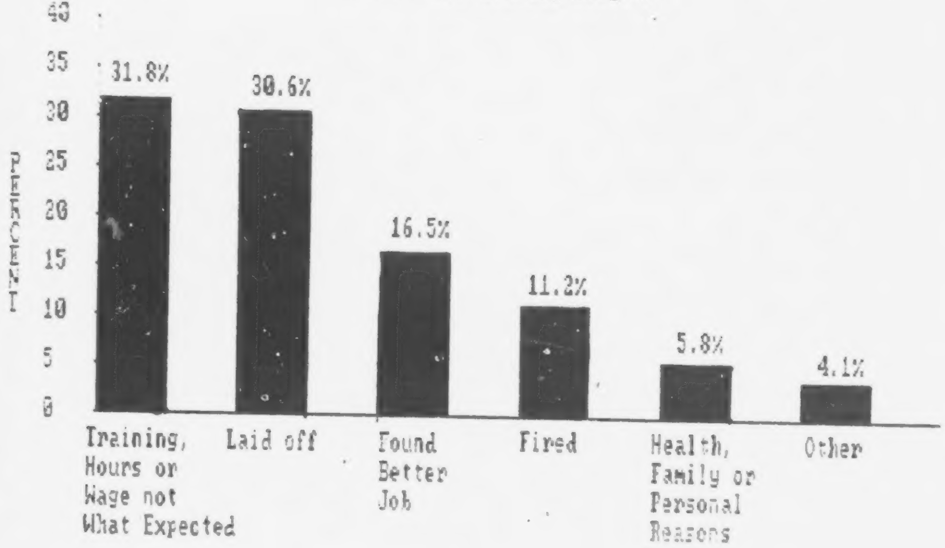


Completers = 204
Dropouts = 239

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-15

Reasons for Leaving Program



N = 240

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

The reasons for dropping out reported by veterans may be compared with the data presented in Chapter 2 on the reasons for dropping out reported by employers. Employers and participants are in agreement that approximately 40 percent of the program terminations were involuntary. However, there is divergence between employers and veterans concerning the extent to which the involuntary terminees were laid off or fired. Employers report that nearly three-fourths of the involuntary terminations were for unsatisfactory performance. Veterans report the reciprocal result, maintaining that approximately three-fourths of the involuntary terminations were layoffs.

5.4.5 Dropout Rates and Participant Characteristics

Another view of the dropout phenomenon may be obtained by examining the relationships between dropout rates and various demographic characteristics and pre-program experiences of participants.

Demographic Characteristics and Dropout Rates

Dropout rates were calculated for a variety of participant characteristics (Exhibits 5-16 through 5-22). One-half of all participants had served in the Army, but those who served in the Army also had the highest dropout rate, 51.0 percent. Participants who served in the Air Force had the lowest dropout rate, 41.3 percent. Those who served during the Korean Conflict exhibited a 41.4 percent dropout rate, whereas these who served during the Vietnam era exhibited a 50.0 dropout rate.

Only 44.9 percent of the noncomisssioned officers failed to complete the program, compared with 50.9 percent of the enlisted personnel. The dropout rate for commissioned officers was even lower. However, there was an insufficient number of respondents in the sample to develop a reliable estimate of the dropout rate for this group.

Examination of dropout rates by age group, race, and marital status reveals some interesting differences. Individuals aged 45 and older had the lowest dropout rate, 39.0 percent, while individuals aged 40 to 44 had the highest dropout rate, 55.2 percent. One reason for the higher program persistence of older individuals may be their lack of attractive employment alternatives. At the other end of the age spectrum, the 25-29 age group reflects a low dropout rate (44.1 percent) but this result is based on a relatively small sample. Blacks had a relatively high dropout rate, 70.2 percent, while whites had a lower dropout rate of 44.4 percent. The dropout proportion for blacks is significantly different from that of whites at the 0.0001 level.[1] It appears that marital status had a significant effect on dropout rates. Among married veterans, 42.3 percent had dropped out of the program, while the corresponding percentage for divorced or separated individuals was 66.6 percent.

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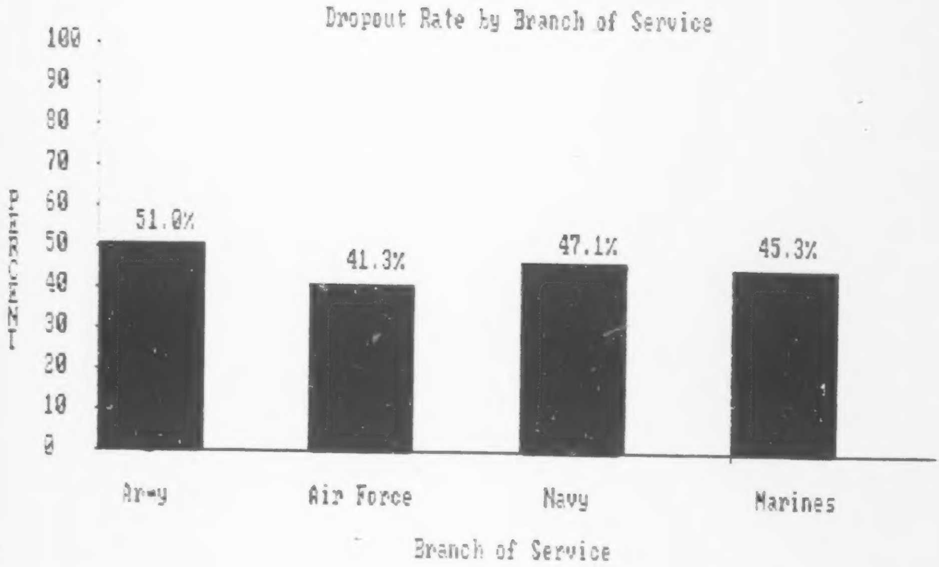
[1] Based on a two-way Chi square test (black-white and dropout-completer); Chi square value of 112.3.

Exhibit 5-16

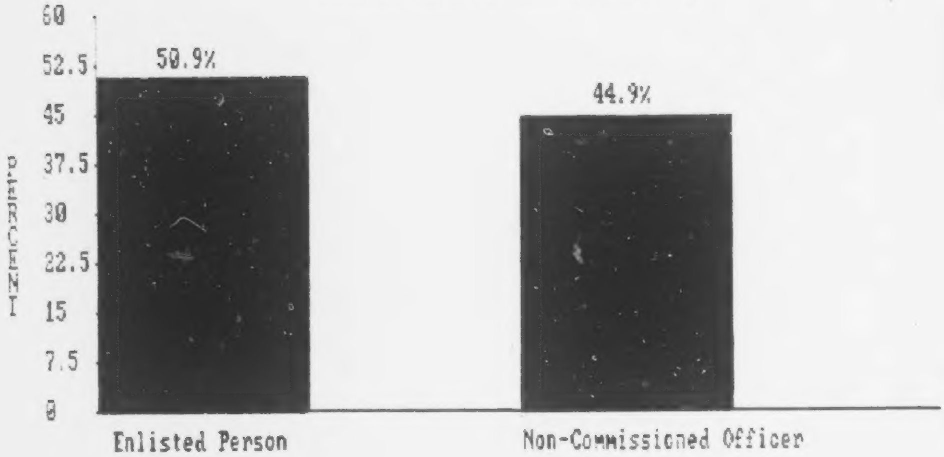


Army = 251 Air Force = 92
Navy = 102 Marines = 53

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-17

Dropout Rate by Rank at Discharge

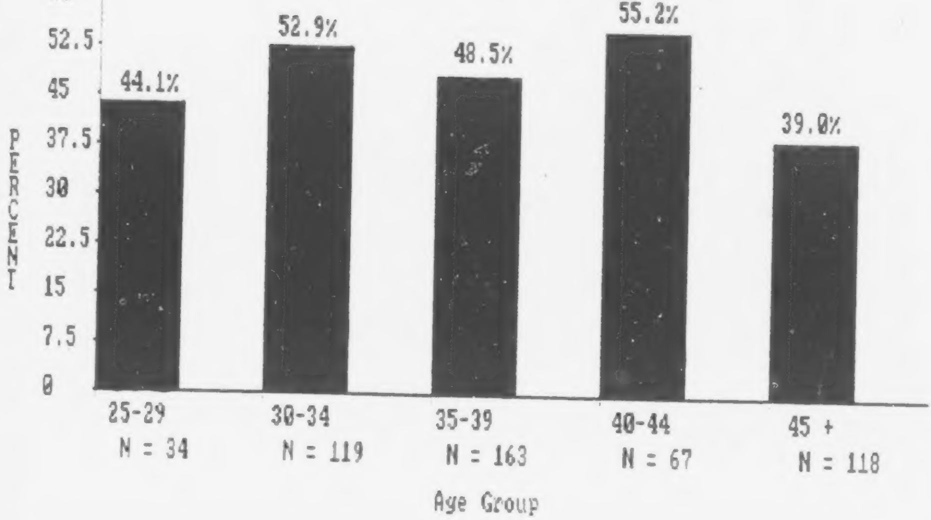


Enlisted Persons = 282
Non-Commissioned Officers = 208

Source: Survey of EVJTA certified veterans conducted between
December, 1984 and March, 1985 by Research Triangle
Institute under subcontract to Centaur Associates, Inc.

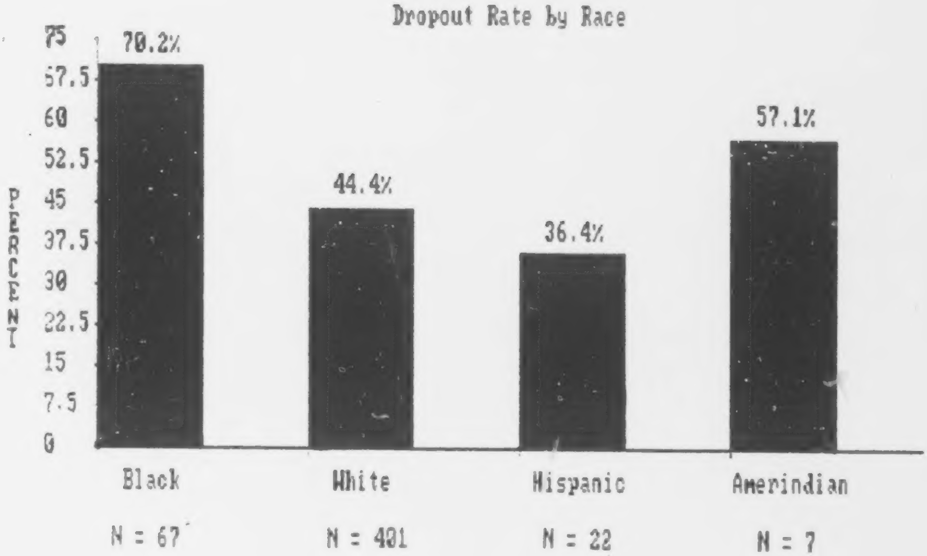
Exhibit 5-18

Dropout Rate by Age Group



Source: Survey of EVJTA certified veterans conducted between
December, 1984 and March, 1985 by Research Triangle
Institute under subcontract to Centaur Associates, Inc.

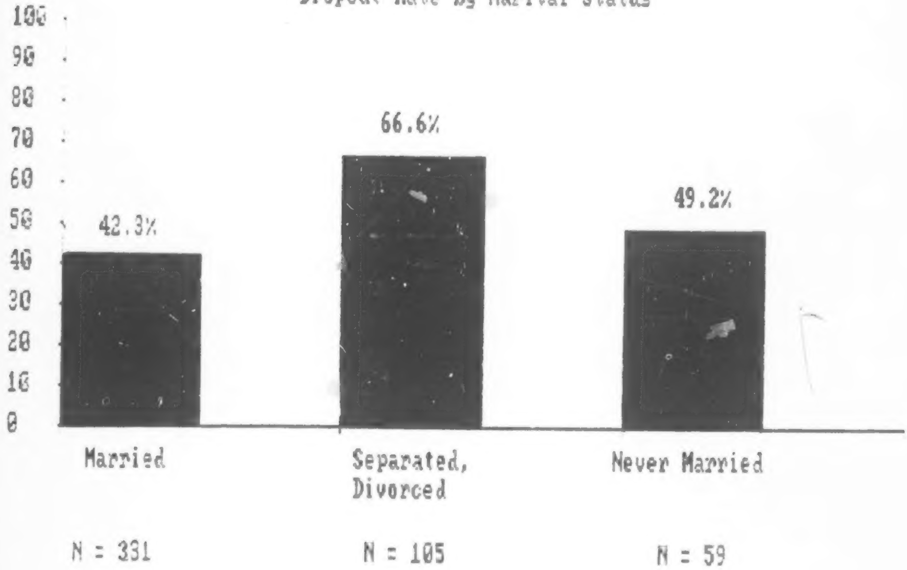
Exhibit 5-19



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-20

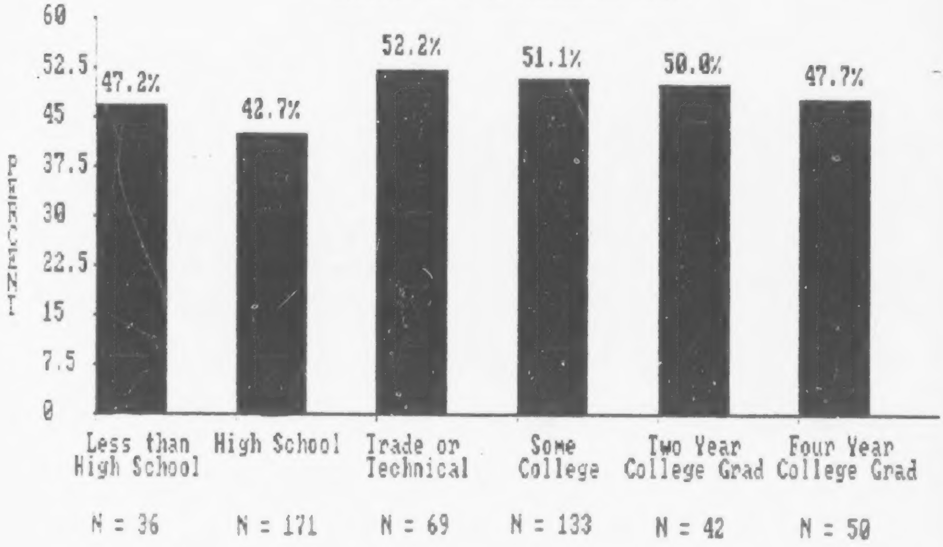
Dropout Rate by Marital Status



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-21

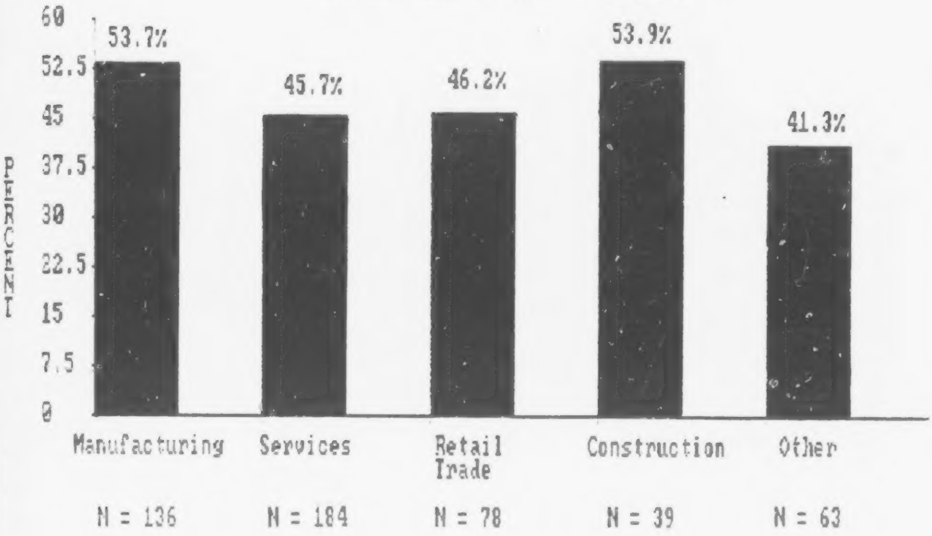
Dropout Rate by Education Level



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-22

Dropout Rate by Type of Business



Source: Survey of EVJTA certified veterans conducted between
December, 1984 and March, 1985 by Research Triangle
Institute under subcontract to Centaur Associates, Inc.

The percentages of veterans who failed to complete the program displayed some variation by educational attainment level, although no distinct patterns were evident. The highest dropout rate, 52.2 percent, was reported for those who had completed some trade or technical education beyond high school. The lowest dropout rate, 42.7 percent, was reported for those who had completed a high school education.

Based on survey results, it appears that veterans with a service-connected disability were more likely to drop out than those with no disability (59.6 percent versus 46.3 percent). However, only 47 veterans were surveyed in the disabled category. For a broader perspective on the program outcomes experienced by veterans with service-connected disabilities refer to Chapter 2, Section 2.4.4, particularly Exhibit 2-14 and the associated technical narrative.

Finally, dropout rates were calculated by the type of business in which the veteran was employed. The highest rate, 53.9 percent, was reported for the construction industry. This rate probably is correlated with the seasonality of employment in this sector. The dropout rate for veterans employed in manufacturing industries was 53.7 percent, while the rates for services, retail trade, and other industries ranged from 41.3 percent to 46.2 percent.

Pre-Program Experience and Dropout Rates

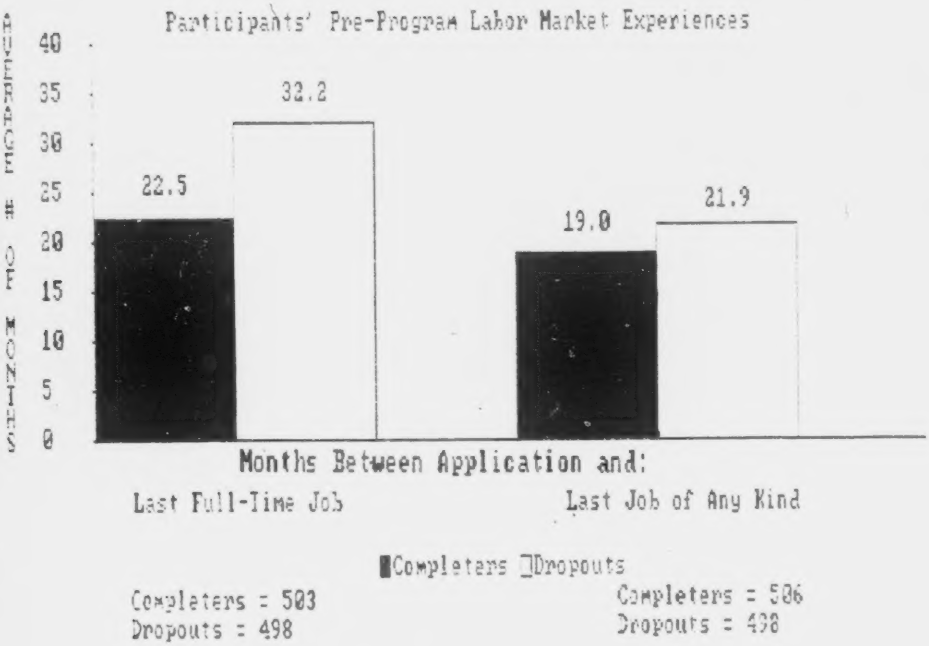
Program completers are distinguished from dropouts by more positive labor market experience, similar to the way in which participants are distinguished from nonparticipants. Completers report a slightly larger number of years in the labor force than dropouts, 14.8 to 13.9 years, and a slightly smaller proportion of time unemployed, 17 percent to 19 percent. In addition, the completers reported 10 months shorter time (32.2 months versus 22.5 months) than dropouts between their last full-time job and application to EVJTA. Completers also had a shorter time between their last job of any length and EVJTA application, 19.0 versus 21.9 months (Exhibit 5-23).

While there appeared to be differences between participants and non-participants in interactions with the Employment Service, these differences were not as evident among completers, dropouts, and remainers. For example, 37.2 percent of the completers failed to contact the Employment Service, compared with only 30.0 percent of the dropouts. Similarly, 44.7 percent of the completers were contacted one or more times by the Employment Service, compared with 50.6 percent of the dropouts.

5.5 Descriptive Statistics on Post-Program Employment and Earnings of Participants and Nonparticipants

Post-program experiences of participants and non-participants were examined. These analyses focused on four measures of labor market activity: employment status, weekly earnings from employment, hourly wage rates, and hours worked per week. Two types of analyses were

Exhibit 5-23



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

conducted. First, a series of descriptive statistics was prepared, in which these employment and earnings measures were compared for completers, dropouts, and nonparticipants. These descriptive statistics are reported in this section of the chapter. Second, the influence of the measured set of veteran characteristics on these indicators of labor force experience was examined in a series of multivariate analyses. The results of these multivariate analyses are presented in the following section of this chapter. Although the multivariate analyses are preliminary in nature, some tentative conclusions are drawn concerning the short-term results of EVJTA program participation. A comparison of the salient descriptive and multivariate results is presented in the section following the section treating the multivariate results.

5.5.1 Labor Force Status

There are marked differences in the current labor force status of participants and nonparticipants. In the participant group, 72.2 percent were employed at a full-time job at the time of the survey (Exhibit 5-24). An additional 2.4 percent held a part-time job. In contrast, among nonparticipants, only 41.0 percent were employed full-time and another 11.4 percent were employed part-time. Conversely, 21.5 percent of program participants indicated they were unemployed, compared to 37.5 percent of nonparticipants.

Among the program participants, similar contrasts exist between program completers and dropouts (Exhibit 5-25). Among the program completers, 85.0 percent were employed full-time, and another 1.9 percent were employed part-time. Only 11.6 percent indicated they were unemployed at the time of the survey.

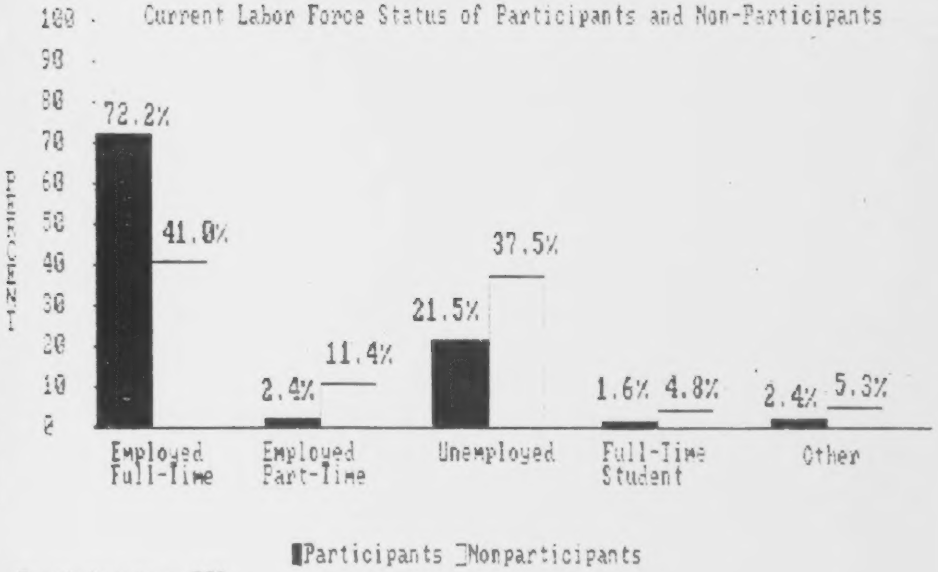
The dropouts fared worse than the program completers, although apparently better than nonparticipants. About 55.8 percent of dropouts were empoyed full-time compared to 41 percent of nonparticipants. However, only 2.9 percent of dropouts were employed part-time, compared to 11.4 percent of nonparticipants. The unemployment rate of dropouts (34.6 percent) is only marginally better than that of nonparticipants (37.5 percent).

5.5.2 Earnings

Exhibit 5-26 shows the post-program weekly earnings of veterans by their participation status. Employed completers and dropouts had almost the same weekly earnings at $313 and $309 per week, respectively. Employed nonparticipants earned an average $277. Not shown in Exhibit 5-26 is an average earnings of $310 for all employed participants (combining dropouts and completers).

The earnings difference between employed participants and nonparticipants is primarily a result of the difference in the number of hours worked per week. Negligible differences were found in wage rates (Exhibit 5-27) between nonparticipants ($6.93 per hour), program

Exhibit 5-24



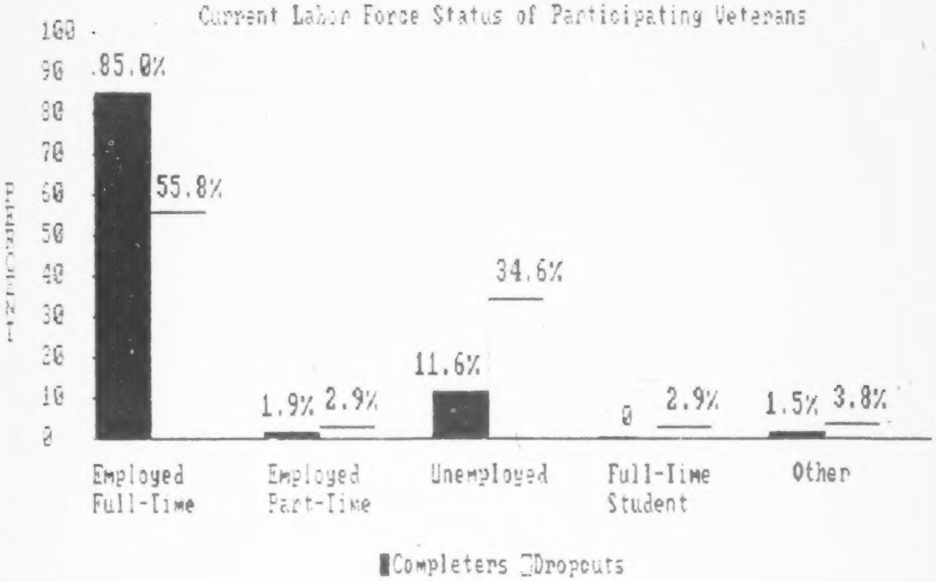
Participants = 508

Nonparticipants = 504

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-25

Current Labor Force Status of Participating Veterans

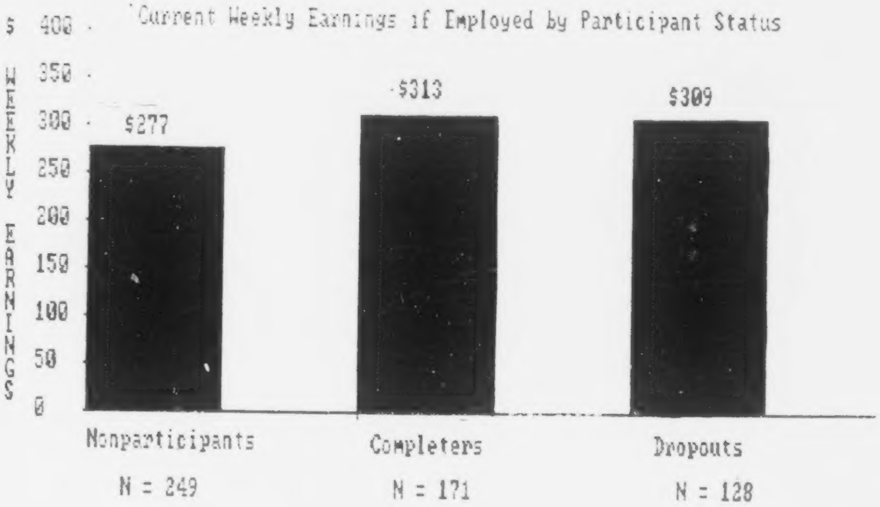


Completers = 207
Dropouts = 240

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-26

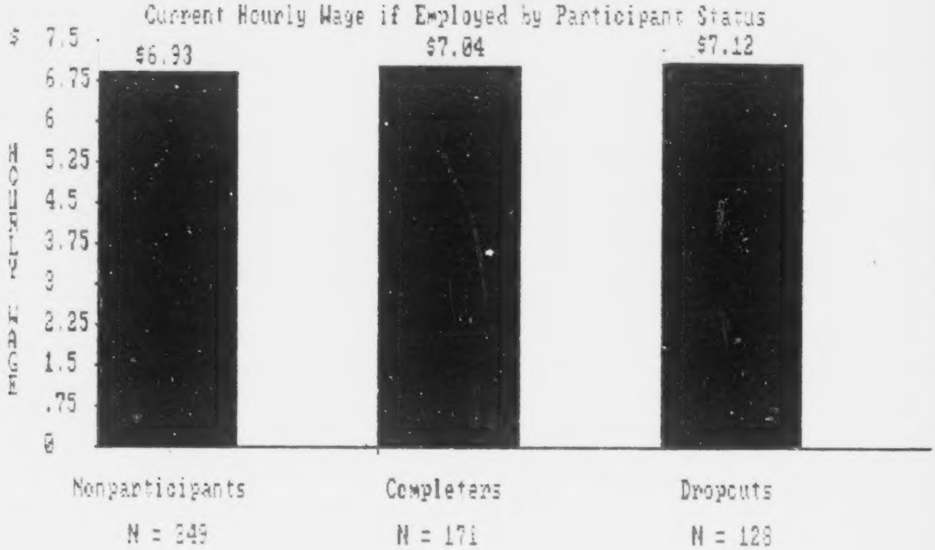
Current Weekly Earnings if Employed by Participant Status



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-27

Current Hourly Wage if Employed by Participant Status



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

completers ($7.04 per hour), and dropouts ($7.12 per hour). However, program participants apparently work more hours per week than do nonparticipants (Exhibit 5-28). Nonparticipants worked an average of 38.9 hours per week, while completers and dropouts worked 44.3 and 42.6 hours per week, respectively. This parallels the findings that a larger proportion of nonparticipants held part-time jobs than did participants. Additional insights into the reasons for these earnings differences are provided by the multivariate analyses, which are described in a subsequent section of this chapter.

5.5.3 Use of Program Training

Among all participants, 42.7 percent were still with the employer who provided the training position under the program. Another 4.2 percent of participants were in the same occupation, although with a different employer. About 28 percent of participants were in a new occupation and with a different employer, however, some of these participants indicated that skills gained through the program under EVJTA were used regularly (2.6 percent) or sometimes (5.0 percent). Another 20.4 percent of participants were with a different employer, in a new occupation, and never used skills they gained from the program. Finally, as noted above, 25.2 percent of all participants were not employed (unemployed, full-time students, or doing something else).

Exhibit 5-29 displays the retention of participants by training employers. As would be expected, program completers were by and large making use of their program skills: 73.9 percent were still with the employer where they received training. Eight percent were not with the same employer but used their training skills regularly. Only 4.8 percent of program completers had a job in which they never used the skills obtained through EVJTA. (Also see Table 23 in Appendix D for more detailed information regarding the current use of training for various categories of respondents.)

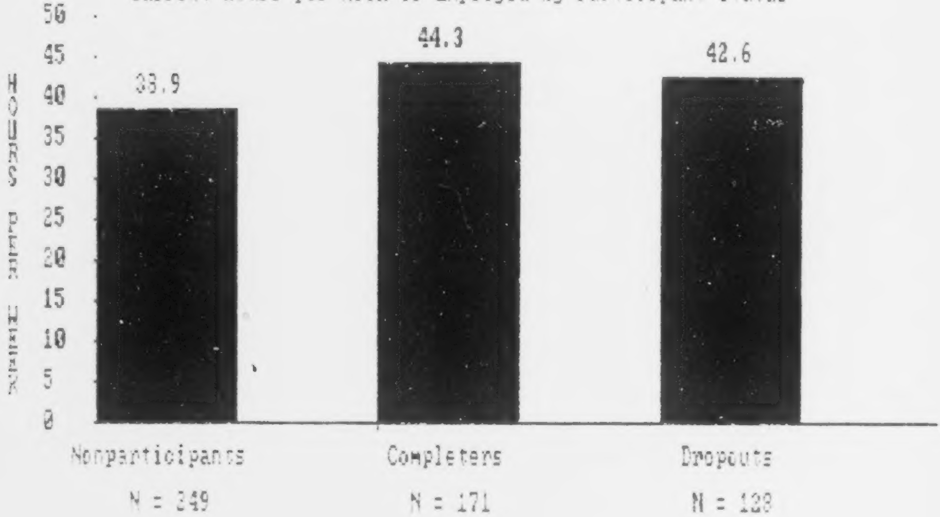
It would appear that dropouts from the training program were making minimal use of their training. It has already been noted that 41.3 percent of the dropouts were not employed (unemployed, in school, or doing something else). Another 38.3 percent of the dropouts were with a different employer, in a new occupation, and never used any of the skills learned under EVJTA. About 12.5 percent were in a new occupation using the skills regularly or sometimes, 5.0 percent were in the same occupation and 3.0 percent of the dropouts were still with the training employer.

5.6 Multivariate Analyses of Program Outcomes

Based on the preceding descriptive statistics and bivariate comparisons of the outcome status of participants and nonparticipants, there are indications that program participation is beneficial, in the sense of improving the employment status and earnings of veterans.

Exhibit 5-28

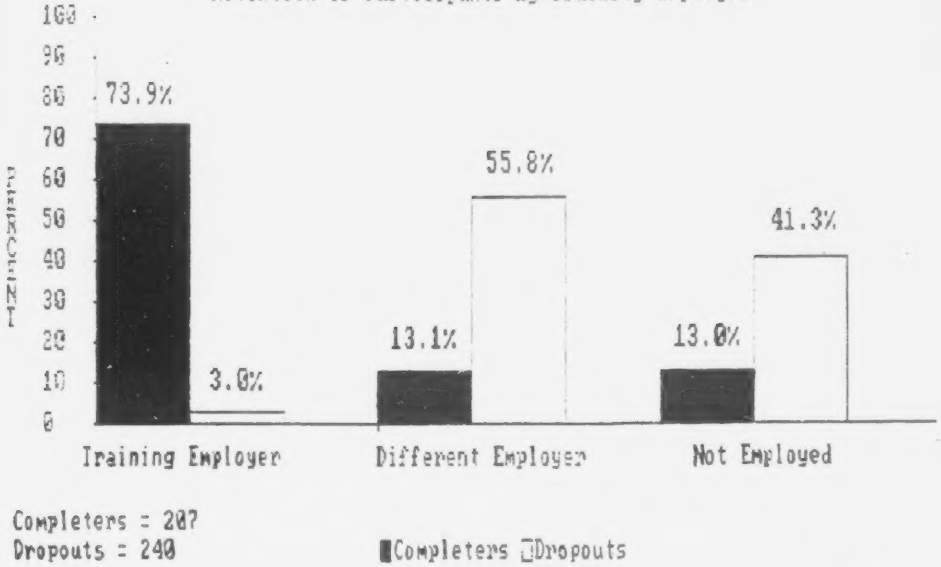
Current Hours per Week if Employed by Participant Status



Source: Survey of EVJTA certified veterans conducted between
December, 1984 and March, 1985 by Research Triangle
Institute under subcontract to Centaur Associates, Inc.

Exhibit 5-29

Retention of Participants by Training Employer



Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

A more rigorous assessment of outcome status necessitates the use of multivariate regression analysis, in which the outcomes of employment, earnings, wage rates, and hours of work are adjusted for the characteristics of participants and nonparticipants. Differences in employment and earnings between participating and nonparticipating veterans could arise for three reasons. The first would be attributable to simple random factors in which individuals with certain characteristics exhibit particular outcomes purely by chance. A second reason is that participating and nonparticipating veterans may differ in some systematic way that also affects their success in the labor market. A third possibility is that participants and nonparticipants differ in employment and/or earnings experiences as a result of program participation. Multivariate analysis is a statistical procedure that compares participants and nonparticipants, while adjusting for characteristics that are likely to affect labor market success.

A preliminary multivariate analysis was performed to examine indicators of labor market success. First, differences in weekly earnings and the probability of employment for all participating and nonparticipating veterans were analyzed. To gain additional insights into the results of the EVJTA program, participants were classified into two subsets -- completers and dropouts. Factors affecting the differences in earnings and employment status between each of these subsets of participants and nonparticipants were also analyzed.

The measures described above were analyzed for all participating and nonparticipating veterans, regardless of whether they were employed at the time of the survey. To refine the analysis, similar analyses were conducted to examine differences in weekly earnings, hourly wage rates, and hours of work for only those participating and nonparticipating veterans who were employed at the time of the survey. Finally, differences in these measures between completers and nonparticipants and dropouts and nonparticipants were analyzed. It may be noted that the "remainers" and "switchers," discussed at previous points in this chapter, were excluded from the multivariate analyses.

A separate statistical model was developed for each of the outcome variables (i.e., employment, weekly-earnings, hourly wage rates and hours of work) as a function of key participant characteristics, e.g., education, experience in the labor force, demographic characteristics, prior unemployment, presence or absence of disabilities (including service-related disabilities), length of military service, and era of service. A complete list of variables used in the regressions, along with full results of these analyses, appears in the Appendix E. Only the findings relating to the effects of participant status are discussed in the following paragraphs.

5.6.1 Caveats on the Multivariate Analyses

Several caveats should be kept in mind in considering the results of these preliminary multivariate analyses. These considerations dictate that the present results be regarded as preliminary, and tentative with respect to program impacts, rather than as final and conclusive.

First, only half of the data were available for analysis at the time of this report. Project scheduling (i.e., the work schedule necessary to assure a June 1, 1985 delivery date for this report) made it necessary to perform and report preliminary analyses halfway through the scheduled period of data collection for the survey of veterans. Additional data that will be available at the completion of the survey will yield results with better statistical properties, although not necessarily different conclusions.[1] For these analyses, sample size alone may well limit the extent to which observed differences may be found to be statistically significant. Furthermore, the impact of the project schedule on the survey was to select relatively more participants enrolled in short programs in the first half of the sample than in the total sample (that is, to select those participants who would be expected to have completed training early enough to be surveyed in time to prepare this report). To the extent that length of program may be positively related to richness of treatment, the observed post-program differences between participants and nonparticipants may be understated.

Second, because only half of the data have been collected, the analysis has used preliminary analysis weights. When data collection is completed, final weights will be calculated that make appropriate adjustments for nonresponse to the survey. However, in most cases, the preliminary analysis weights should be good approximations of the final weights.

Third, the multivariate analysis does not yet include adjustments for local labor market conditions. The multivariate participation model (Chapter 3) found that local unemployment rates significantly affected local participation levels. Local unemployment rates (and other characteristics of the labor market) may also affect employment outcomes. Therefore, later analysis using data on local labor market conditions may yield different regression results and conclusions about the impact of program participation.

Fourth, the outcome data used in this report have been collected a relatively short time (two months) after scheduled program completion. It is not known whether the effects of job training programs are fully evident at such a short interval following program completion. It may take several months or even years for a trainee to realize the full benefits of retraining for a new occupation, since skills may be expected to improve with continuing experience following completion of training. Even more time may be required for trainees to find jobs that reward their new skills at wages above those of trainees. On the other hand, training program impacts may decay during the post-program period. The net effect of post-program earnings growth and decay is not known at this time. As part of this evaluation, a follow-up survey will be performed on these same individuals approximately one year following scheduled program completion. The results of this follow-up survey will be used to determine the longer term effects of participation in EVJTA (report due in September, 1986).

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[1] The results of the analyses of these more complete data will be available in a supplemental report to be delivered to the VA in December, 1985.

Fifth, the models used do not make any attempt at testing or correcting for selectivity bias. Since the participant group was not selected randomly by Employment Service staff and employers, this evaluation data set does not fit the classic experimental design. The primary implication of this is that the participant and nonparticipant groups were not drawn from the certified pool with equal probabilities. Therefore comparison of their post-program employment and earnings patterns will be subject to selection bias problems. For example, the likelihood that ES staff and employers displayed "creaming" in selecting participants would affect the analysis of outcomes. Also, motivation may differ between participants and nonparticipants. Because of the evaluation work schedule and due date of this report, no attempt has been made to correct the estimates for selectivity bias.

Sixth, the length of time in the program is a "choice variable" and needs to be modeled. Since length of stay in the program is probably correlated with richness of treatment, it may be important to account for this in the impact model. The completer-dropout distinction is related to length of stay and additional modeling relating to the "length of stay" and "dropout" decisions may affect net impact estimates. This type of analysis will be done for the next report.

Seventh, the analysis presented in this chapter focuses on direct labor market outcomes and ignores outcomes such as a decrease in transfer payments. These outcomes would normally be included in a full analysis of program impact and will be analyzed for the next report.

Eighth, given the sample size and time pressure, this report includes no discussion of differential impacts of the program on various subgroups such as white-minority, hard core unemployed vs. those with less job instability, longer vs. shorter time in military, Korean Conflict vs. Vietnam era veterans, branch of service differences, etc. This also will be done for the next report.

In conclusion, the following multivariate results should be considered preliminary and tentative. More precise data will be forthcoming when analyses of the full data set for the initial survey are completed, and when the longer term follow-up data are available. At completion of the initial survey, and at completion of the longer term survey, rigorous net impact analyses will be conducted.

5.6.2 Weekly Earnings of All Veterans

The first outcome measure examined was the weekly earnings of veterans. A principal objective of job training is to help participants succeed in the labor market. The EVJTA program is intended to help veterans gain employment and to enhance their success in the jobs which they hold. Average weekly earnings is a single measure that can be used to summarize both aspects of program effectiveness.[1]

The analysis was performed by regressing weekly earnings of participants and nonparticipants on variables indicating participant status and characteristics of the individuals. Unemployed veterans have no (zero) earnings, and employed veterans earn an amount equal to their usual hourly wage rate times their usual hours of work per week.[2] Detailed regression results are found in Appendix E, together with listings of all variables, their definitions, and estimated coefficients. A summary of regression results is shown in Exhibit 5-30.

Program participants are estimated to earn $49.77 per week more than nonparticipants. This difference represents the combined differences in rates of employment, wages, and hours worked per week, and is statistically significant at the 0.05 level.

Weekly earnings of program participants are greater for completers than for dropouts. Completers earned $85.63 per week more than nonparticipants, while the difference in weekly earnings between dropouts and nonparticipants was only $15.31. The difference between completers and nonparticipants is statistically significant at the 0.01 level. However, the earnings difference between dropouts and nonparticipants is not statistically different from zero.

5.6.3 Employment and Unemployment of All Veterans

Next, the factors that were associated with the employment status of both participating and nonparticipating veterans were analyzed. Unemployment was defined as of the date of the interview of the veteran. A linear probability model was estimated, in which employment was defined equal to 1, and unemployment equal to 0. Weighted ordinary least squares was used to estimate the effect of the above specified characteristics and to estimate whether there were significant differences

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[1] A "missing measure of success" is "number of weeks employed in a year", that is, the preliminary results presented here do not provide any basis for predicting annual earnings or the probability of longer term employment stability.

[2] Given the preponderance of "zero earners," experimentation with Tobit procedures may provide improved estimates of this model. Therefore, when conducting analyses of the full veteran survey data and the long-term follow-up data, evaluation project staff intend to conduct exploratory analyses using Tobit analytic routines which have been adapted for application to weighted data.

Exhibit 5-30

Summary Results of Multivariate Analysis Comparing Post-Program Employment and Earnings of Participants and Nonparticipants
(coefficients and ['t' statistics] from regressions)

Participant Group	Dependent Variable				
	All Veterans		Employed Veterans Only		
	Earnings per Week	Employment Rate	Earnings per week	Wage Rate per Hour	Hours of Work per week
Participants[1]	49.77 (2.18)[b]	.091 (1.50)	32.95 (1.62)	.17 (0.41)	4.1 (2.85)[a]
Observations	787	820	520	520	520
Completers[1]	85.63 (2.69)[a]	.189 (2.25)[b]	35.62 (1.37)	.14 (0.27)	4.9 (2.64)[a]
Dropouts[1]	15.31 (0.49)	-.003 (-0.04)	29.19 (0.96)	0.21 (0.34)	3.1 (1.41)
Observations	787	820	520	520	520

---

[1] The coefficients represent average differences in values and rates between all participants and nonparticipants, and between completers and dropouts and nonparticipants respectively.

[a] Significantly different from zero at the .01 level.

[b] Significantly different from zero at the .05 level.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

between nonparticipants and participants.[1] Similar analyses were carried out to examine differences in unemployment rates between program completers and program dropouts. Individuals who indicated they were full-time students, engaged in other activities, or otherwise not in the labor force (e.g., "discouraged workers") were excluded from analyses.[2] A summary of these regression results is shown in Exhibit 5-30.

There are positive differences in the employment probabilities for program participants and nonparticipants. Participants were estimated to have a 9.1 percent higher probability of employment than nonparticipants, based on the multivariate regression results. However, the difference was not statistically significant.

Positive program impact on employment seems to be limited to program completers, with dropouts having no advantage over nonparticipants. The multivariate regression found that a completer had an 18.9 percent higher probability of employment (statistically significant at the 0.05 level) than an otherwise similar nonparticipant, while a dropout's probability of employment was essentially identical to that of a nonparticipant (no significant difference).

5.6.4 Weekly Earnings of Employed Veterans

The preceding analysis focused on earnings and employment rates for respondents to the survey, regardless of whether they were employed. Another indicator of program success can be obtained by analyzing these measures only for employed veterans. These results are presented in Exhibit 5-30.

These analyses indicated a small positive effect of program participation on weekly earnings. Program participants were estimated to earn $32.95 per week more than nonparticipants with similar characteristics. However, this difference is not significantly different from zero, using standard statistical criteria.

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[1] The software packages currently available to the evaluation staff did not include analytic routines which permit application of Logit regression analyses to weighted data. Logit is preferable to ordinary least squares regression analysis for dichotomous dependent variables such as employment/unemployment. Therefore, evaluation project staff intend to obtain analytic routines which permit weighted Logit analysis for use when the full veteran survey data and long-term follow-up data are analyzed.

[2] The analytical issues relating to persons not in the labor force will be dealt with in the analyses performed for the report due in December, 1985.

Further analysis suggests that both program completers and dropouts had greater earnings than nonparticipants. Completers earned $35.62 more per week than similar nonparticipants; the weekly earnings of dropouts were $29.19 greater than the weekly earnings of similar nonparticipants. Neither of these differences was statistically significant, however.

5.6.5 Hourly Wage Rates of Employed Veterans

To obtain additional insights into these differences in weekly earnings, separate regression equations were estimated with hourly wages and hours of work per week as dependent variables. The analysis of hourly wage rates revealed an $0.17 per hour difference between program participants and nonparticipants. Program completers who were employed had a wage rate that was $0.14 per hour more than otherwise comparable nonparticipants, while employed dropouts earned $0.21 per hour more than similar nonparticipants. However, none of these differences in hourly wage rates was statistically significant.

5.6.6 Hours of Work of Employed Veterans

There were clear differences in hours of work per week between program participants and nonparticipants. Employed participants worked an average of 4.1 hours per week more than similar nonparticipants, a difference that is statistically significant at the 0.01 level.

A more detailed examination of participants' hours of work revealed that program completers had greater gains in hours of work than dropouts. Completers worked an average of 4.9 hours per week more than nonparticipants, while the difference for dropouts was 3.1 hours. The difference for completers is statistically significant, but the difference for dropouts is not.

5.6.7 Summary of Results of Multivariate Analyses

Based on preliminary data and modeling procedures, it appears that participation in the EVJTA program had a positive and statistically significant impact on weekly earnings of participants. The impacts seem to accrue primarily to those who completed the program.

Estimated earnings gains seem to be due primarily to two factors -- an increase in probability of employment and an increase in hours of work per week for completers relative to nonparticipants. A longer term analysis may show a decay of these effects and/or additional signs of positive program impact in the form of a larger number of weeks worked per year and a higher per hour wage rate.

5.7 Comparison of the Descriptive and Multivariate Results on Post-Program Employment and Earnings

Section 5.5 presented descriptive statistics on employment and earnings. The descriptive statistics involved bivariate comparisons (e.g. labor force status by participation status). Section 5.6 presented the results of multivariate analyses. In this section, the bivariate analyses are compared with the multivariate analyses.

The results of both the bivariate and the multivariate analyses suggest that program participants have experienced gains in employment status and wages when compared with nonparticipants in the period of time immediately following scheduled program completion (about a year after certification in the case of nonparticipants). The multivariate analysis makes adjustments for measured differences in the characteristics of participants and nonparticipants, making it possible to identify that portion of the differences observed in the bivariate analyses which are attributable to those measured differences. However, the multivariate analyses cannot adjust for the many unmeasured differences between participants and nonparticipants which may exist in a selective program of this type.

5.7.1 Weekly Earnings of All Veterans

Bivariate comparisons showed that earnings of all participants were $72.59 per week greater than those of all nonparticipants. However, the bivariate comparison of average earnings does not adjust for the effects of other characteristics of the veterans. The multivariate regression model estimated that participating veterans had weekly earnings $49.77 greater than otherwise similar nonparticipants. The $22.82 difference between bivariate and multivariate estimates is attributable to systematic measured differences between participants and nonparticipants.

Veterans who completed their training had average weekly earnings of $274.68. Nonparticipants earned $156.24 per week at the time of the survey. The gross bivariate difference between the two groups was $118.43 per week. The regression analysis indicates that $32.80 of the $118.43 difference is related to systematic differences in the measured characteristics of the two groups. Therefore, $85.63 of the earnings difference is not attributable to measured differences between the two groups. For dropouts, the bivariate difference in earnings compared to nonparticipants was $30.42 per week, while the multivariate difference was $15.31.

5.7.2 Employment and Unemployment of All Veterans

Using bivariate comparison, participants were found to have a 78 percent probability of being employed at the time of the survey, compared to 57 percent for nonparticipants. Participants were therefore 21 percent more likely than nonparticipants to be employed according to the bivariate analysis. The multivariate analysis indicated that program participants were 9.1 percent more likely than similar nonparticipants to be employed at the date of the survey, a difference which was not statistically significant using standard criteria. The multivariate analysis suggests that 12 percent of the 21 percent bivariate difference is attributable to measured differences between the two groups.

A similar interpretation applies to findings for program completers and dropouts compared to nonparticipants. The bivariate analysis found that completers were 31 percent and dropouts were 6 percent more likely than nonparticipants to be employed at the time of the survey. The multivariate analysis suggests that the completers were 19 percent more likely to be employed than otherwise similar nonparticipants, and that the other 12 percent difference between the two groups was due to measured differences in their characteristics. Dropouts were not more likely to be employed than similar nonparticipants according to the multivariate analysis.

5.7.3 Weekly Earnings of Employed Veterans

The bivariate and multivariate estimates of the differences in earnings per week between employed participants and nonparticipants were similar, although the differences were not statistically significant in the multivariate analyses.

5.7.4 Hourly Wages of Employed Veterans

The hourly wage rate estimates for participants and nonparticipants show negligible differences, both from the bivariate and multivariate analysis. It is not possible to attribute any short-term effects on wage rates to program participation in this analysis. The multivariate analysis found that program completers earned $0.14 per hour and dropouts $0.21 per hour more than nonparticipants (not significantly differrent from zero), quite similar to the differences obtained from the bivariate comparisons.

5.7.5 Hours of Work of Employed Veterans

The multivariate analysis confirmed that most of the difference observed between employed participants and employed nonparticipants, with respect to number of hours of employment, is not attributable to measured differences between the two groups. Participants had 4.4 hours of work per week more than nonparticipants in the bivariate analysis and 4.1 hours of work per week more in the multivariate analysis. That 0.3 hours difference was related to measured differences between participants and nonparticipants.

The bivariate analysis suggests that completers worked 5.4 hours per week more than nonparticipants, and the regression analysis showed that completers worked 4.9 hours per week more than nonparticipants. The 0.5 hour difference is attributable to measured differences between the groups. Similarly, the 3.7 hour bivariate difference between dropouts and nonparticipants was estimated to be only 3.1 hours when controlling for other factors in the regression, although not statistically significant. If these findings on hours of work per week hold up in the final analysis, it would mean that most of the differences between participants and nonparticipants in this area are not principally attributable to measured differences between the two groups.

5.7.6 Conclusions

In conclusion, the bivariate and multivariate results are consistent with each other. The differences observed, in the bivariate comparisons of participants and nonparticipants, are largely confirmed, with important adjustments for measured differences between the two groups, in the multivariate analysis. The results reported here are subject to the caveats already itemized: the analysis is based on half of the survey sample; adjustments must be made to account for survey nonresponse; data on local labor market conditions should be incorporated into the analysis; the follow-up survey will be a better indicator of long-term impacts of the EVJTA program; etc.

This preliminary multivariate analysis indicates that the short-term employment and earnings experiences of participating veterans are significantly different in certain key respects from the experiences of comparable nonparticipants. Statistically significant differences have been observed in the greater overall weekly earnings of participants ($49.77 per week), and their increased hours of work per week if employed (4.1 hours). Veterans who completed their training programs had positive post-program employment and earnings experiences in three measured areas that were significantly different from the comparable experiences of nonparticipants. The relevant differences exhibited by completers were higher overall weekly earnings, a higher probability of employment, and a greater number of hours per week of employment, if employed.

The multivariate results reveal that the overall differences observed between participants and nonparticipants are attributable principally to differences between completers and nonparticipants. No statistically significant differences were observed between dropouts and nonparticipants. Further, the multivariate analyses indicate that the overall earnings and the probability of employment for dropouts correspond more closely to the levels exhibited by the nonparticipants than they do to the levels exhibited by completers, on average. Only in number of hours worked per week, if employed, do dropouts correspond more closely to completers than to nonparticicpants.

5.8 Summary of Key Findings

This section itemizes key findings derived from the analysis of data from the veteran survey. These findings are preliminary in nature. More definitive analytical results will be available when the initial survey of approximately 2,000 applicants has been completed. Final analyses of the employment impacts of the program will be performed using information from the one-year follow-up survey of the veterans included in this initial survey.

Characteristics and Pre-Program Experiences of Participants and Nonparticipants

Certified applicants to the EVJTA program have been classified into two groups--participants and nonparticipants. Highlights of the demographic characteristics of these two groups are as follows:

- Approximately 75 percent of the certified veterans had Vietnam era military experience and the remainder had military experience during the Korean Conflict.
- Among the certified veterans, approximately 50 percent had served in the Army, 20 percent in the Air Force, 20 percent in the Navy, and 10 percent in the Marine Corps.
- Slightly over 50 percent of the certified veterans were enlisted personnel at discharge and slightly under 50 percent were noncommissioned officers at discharge.
- Blacks comprised 25 percent of the nonparticipants but only 14 percent of the participants surveyed.
- Slightly less than two-thirds of certified veterans were married, while approximately 20 percent were divorced or separated.
- Participants reflected a shorter period of time between previous employment and program participation than nonparticipants.

Program Interactions of Participants and Nonparticipants

- Both participants and nonparticipants had extensive interactions with the local office of the Employment Service in their efforts to identify and gain admittance to an approved EVJTA training slot.

Two-thirds of the participants and eighty percent of the nonparticipants made one or more calls to the Employment Service to obtain program information. Slightly more than 10 percent of the participants and 16 percent of the nonparticipants made 16 or more contacts with the Employment Service. Nonparticipants made a greater number of calls to the ES than participants. This may be expected, because participants no longer had a reason to call the Employment Service once they entered the program.

- Local offices of the Employment Service were also active in attempting to match applicants with available EVJTA training slots.

Slightly less than 50 percent of the participants and approximately 30 percent of the nonparticipants reported receiving at least one contact by the Employment Service. Combined with information from employers (Chapter 6) on contacts made by veterans, survey results indicate that information learned by the veterans about specific employers is important to actual participation in the EVJTA program.

Program Experiences

- The training retention rates for the EVJTA program was 41 percent, that is, 41 percent of the individuals surveyed reported that they had completed the program, while 48 percent had dropped out.

An additional 11 percent reported that they were still enrolled in the program at the time of the survey. These overall percentages are consistent with those reported from the VA's automated benefits delivery system (Target).

- All participants in the EVJTA program reported that they received significant amounts of training.

Completers reported that they received 29.3 hours of training per week for 23.5 weeks, while dropouts reported receiving 19.5 hours of training per week for 8.2 weeks. These figures are slightly lower than those recorded in the VA's Target System. However, the differences may be attributable to overrepresentation of participants in relatively shorter training programs in the initial half of the veteran sample, the results of which are reported here.

- In general, completers were satisfied with their program experiences while dropouts were less satisfied.

On a four point scale (4-very satisfied to 1-very dissatisfied) the overall satisfaction index was 3.1 for completers and 2.1 for dropouts. Similarly, completers reported higher levels of satisfaction than dropouts with specific aspects of the program such as training, supervision, advancement opportunity and pay. The highest levels of satisfaction for both groups were with respect to advancement opportunity.

- Slightly more than 40 percent of participants dropped out for involuntary reasons, while the remainder of the dropouts were voluntary on the part of the participant.

The most frequently cited reasons for dropping out were that the program was not what was expected (voluntary)--31.8 percent--and laid off (involuntary)--30.6 percent. The percentage distribution between voluntary and involuntary dropouts are approximately the same from both the veteran and employer perspectives. However, specific reasons within these broad categories differ (e.g., veterans report a higher percentage of layoffs than employers), but in the expected directions.

- Approximately 70 percent of black participants had dropped out of the program, while only 44 percent of whites failed to complete the program.

The dropout rate for blacks was based on a smaller number of respondents; however, it was statistically different from the dropout rate for whites.

- Dropout rates appear to be related to the extent to which training received is consistent with prior expectations.

For those participants who reported that they had received training in the occupation expected, slightly over 40 percent dropped out; for those participants who reported that they had not received training in the occupation expected, slightly over 80 percent dropped out.

Post-Program Status

Several key measures of post-program employment and earnings were examined for surveyed veterans. The principal measures of interest are weekly earnings, labor force participation rates, hourly wages, and number of hours worked per week. These outcome measures were examined within both bivariate and multivariate analytic frameworks.

The principal bivariate results were:

- Approximately 22 percent of the participants reported that they were unemployed at the time of the survey, compared with approximately 38 percent of the nonparticipants.
- Employed participants earned an average of $310 per week, compared with average weekly earnings of $279 for nonparticipants.
- Employed participants, on the average, worked 4.7 hours per week more than nonparticipants, principally because of a higher rate of part-time employment among nonparticipants.
- The post-program hourly wage level of participants was $7.10, only slightly more than the average of $6.93 per hour for nonparticipants.

The principal results of the preliminary multivariate analyses were:

- Weekly earnings of participants were found to be $49.77 more than those of similar nonparticipants.

This value is an average of the earnings of employed (actual earnings) and unemployed (zero earnings) veterans who participated in the EVJTA program. The value was determined by the use of a multivariate regression model which adjusted the value for certain differences in characteristics between the participant and nonparticipant groups.

- Participants worked 4.1 hours more per week than similar nonparticipants.

This is based on a comparison of veterans who were employed at the time of the survey. The greater hours of work per week of the program participants reflect the fact that program participants were more likely to be employed full-time than were nonparticipants. The value is adjusted for certain characteristics of participating and nonparticipating veterans using multivariate regression analysis.

- Veterans who completed their training program earned $86.12 per week more than similar nonparticipants.
- Veterans who completed their training program had an 18.9 percent greater probability of being employed than similar nonparticipants.
- Veterans who completed their training program worked 4.9 hours per week more than similar nonparticipants.

The difference in weekly earnings reflects the effects of both employment and hours worked per week.

6.0 RESULTS OF THE EMPLOYER SURVEY

Between October, 1984 and January, 1985 Centaur conducted a survey of employers with training programs approved under the Emergency Veterans' Job Training Act (EVJTA). This chapter discusses the mechanics and the results of the survey of employers.

6.1 Introduction

This section addresses three introductory topics related to the survey of employers: 1) an overview of the methods and procedures used in the survey of employers; 2) a discussion of definitions used in this chapter; and 3) the organization of the remainder of the chapter.

6.1.1 Methods and Procedures

Two samples of employers were drawn randomly to provide information on employers with training programs approved under the EVJTA. Separate samples were drawn of participating employers (i.e., employers who have hired one or more certified veterans under EVJTA, see definition in Section 6.1.2) and of nonparticipating employers (i.e., employers who have had training programs approved but who have not hired a certified veteran under the program). Details of the sample selection process are presented in Appendix G.

Employers contacted in the telephone survey were asked a series of questions related to their experiences under EVJTA. A copy of the survey questionnaire is provided in Appendix H. Attempts were made to contact by telephone 579 participating employers. About 94 percent (543 employers) responded to the survey qqestions. Of the 521 nonparticipating employers contacted, 83 percent (434 employers) responded to the survey. In total, 977 employers responded to the telephone survey. Major reasons for the 123 nonresponses, itemized fully in Appendix F, include the following: 1) a knowledgeable respondent was no longer employed by the company (29 percent of nonresponses); 2) the company was no longer in business (25 percent of nonresponses); 3) the respondent was identified but could not be reached (24 percent); and 4) the respondent refused to complete the survey questionnaire (20 percent).

6.1.2 Definitions

Throughout this chapter specific terms are applied to describe the status of the 977 employer survey respondents. Participating employers refer to three categories of employer survey respondents. First, participating employers are those employing organizations that were drawn from the participant sample and that confirmed upon contact in the survey that they had hired at least one certified veteran under the program. A total of 360 survey respondents are in this category. Second, participating employers are those employing organizations drawn from the nonparticipant sample that upon contact denied that they were not participants. To be considered as participating employers these employing organizations must have either: 1) hired a certified veteran under the program prior to August 31, 1984 (one month prior to the date the sample was drawn) and received some reimbursement of training costs from the VA under the program; or 2) hired a certified veteran under the program after August 31, 1984. A total of 95 survey respondents fall into this category. The third category of employer survey respondents considered as participating employers are those employing organizations which were drawn from the nonparticipant sample but for which more recent VA data (ie., data which became available after the survey sample populations had been drawn) indicated that a certified veteran had been employed under the program. A total of 88 respondents fall into this category.

Nonparticipating employers refer to another three categories of respondents. First, nonparticipating employers are those employing organizations that were drawn from the nonparticipant sample and that confirmed upon contact in the survey that they had not hired a certified veteran under the program. This category includes 350 respondents. Second, nonparticipating employers include employing organizations drawn from the nonparticipant sample that upon contact in the survey indicated they had hired a veteran under the program prior to August 31, 1984, but did not receive any reimbursement from the VA for training costs incurred. Hence, their actual participation in the program is in doubt and for this report such respondents are categorized as nonparticipating employers. Included in this category are 79 respondents. Finally, nonparticipating employers include employing organizations drawn from either the participant sample or the nonparticipant sample for which additional data indicated that a certified veteran had been employed under the program. However, upon contact in the survey these respondents denied hiring a certified veteran under the program. Five employing organizations are included in this category of nonparticipating employers.

6.1.3 Organization of the Chapter

The remainder of this chapter provides the results of the survey of employers. The results are discussed in five topical areas as follows. Section 6.2 presents a description of the characteristics of employers under EVJTA including type of business, size of firm, existence of employee unions, and the veteran status of the survey respondents. Section 6.3 addresses the initial contact between the employer and EVJTA. Topics included are the initial source of information about EVJTA for employers, what factors interested employers in the program, and what reservations they had about participating in the program.

The experiences of employers with veteran candidates for training are discussed in Section 6.4. This section provides information on the sources of names of veterans who might be eligible for the employers' training programs, the numbers of veteran names provided, the satisfaction of employers with the general qualifications of the veterans they interviewed, and the reasons nonparticipating employers have not hired certified veterans in their approved training programs.

In Section 6.5 the experiences of participating employers with veteran trainees are discussed. This section examines the number and status of veterans hired by participating employers under EVJTA. The opinions of employers of the job performance of veteran trainees are also presented in this section. Section 6.6 offers a more detailed review of supervisor opinion and satisfaction with selected veteran trainees. This section also discusses the likelihood that selected veterans would have been hired without the training cost reimbursement provided under EVJTA.

In Section 6.7, overall employer impressions of the program are presented. This section addresses issues related to veteran training programs in general and to EVJTA in particular. Finally, a summary of the results of the employer survey is provided in Section 6.8.

The questionnaire used in the survey of employers, and upon which the analysis in this chapter is based, is contained in Appendix G of this report.

6.2 Characteristics of Employers

The survey of employers provided information on the characteristics of employers with training programs approved under EVJTA. These characteristics include: 1) the type of business of employers; 2) their size of firm (number of employees); 3) the existence of employee unions; and 4) whether the employer or the survey respondent (the person in the company who was most knowledgeable about the company's involvement with EVJTA and who answered the survey questions) is a veteran. This section discusses the characteristics of employers approved under EVJTA based on information provided in the survey of employers.

6.2.1 Type of Business of Employers

Exhibit 6-1 presents data on the types of business represented by employers with training programs approved under EVJTA. A wide range of types of business is represented among both participating and nonparticipating employers.

The categorization by industrial sector shown in Exhibit 6-1 is based upon the 12 basic divisions within the Standard Industrial Classification (SIC) coding system. About 84 percent of participating employers and 83 percent of nonparticipating employers are in one of four major sectors: manufacturing, services, construction, and retail trade. Participating employers are slightly more heavily concentrated in manufacturing and services industries than nonparticipating employers, and nonparticipating employers have a somewhat higher percentage of retail trade establishments. However, these small differences in the distribution of business types for participating versus nonparticipating employers are not statistically significant.

Exhibit 6-1

Type of Business of Employers

Type of Business[1]	Participating Employers (Percent)	Nonparticipating Employers (Percent)
Manufacturing	28.4	24.9
Services	28.0	26.0
Construction	14.2	13.1
Retail Trade	12.9	19.1
Wholesale Trade	5.5	5.1
Transportation, Communications, Electric, Gas, and Sanitary Services	3.7	4.1
Public Administration	3.5	4.1
Finance, Insurance and Real Estate	1.7	1.6
Agriculture, Forestry and Fishing	1.5	0.9
Mining	0.7	0.2
Total Number of Employers	543	434

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[1] Based on divisions set forth in Standard Industrial Classification (SIC) Manual, Executive Office of Management and Budget, Statistical Policy Division, 1972.

Note: Percentages do not total 100 percent due to rounding.

Source: Survey of employers approved under EVJTA conducted by Centaur Associates, Inc., between October, 1984 and January, 1985.

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were asked if they would have applied for approval of a training program if reimbursement of training costs had not been available under EVJTA. Of participating employers, 60 percent indicated that they would not have applied for approval of their training program if reimbursement of training costs had not been available. About 38 percent of participating employers felt that they would have become involved in the program even without the availability of training cost reimbursement, and two percent were not sure whether they would have applied for approval or not without reimbursement. Of nonparticipating employers, 52 percent indicated that they would not have applied for approval of their training program without reimbursement, 46 percent said they would have applied for approval with or without reimbursement, and two percent were unsure of whether they would have applied without reimbursement.

These results indicate that reimbursement was a more important factor to participating employers than to nonparticipating employers in their decision to become involved in EVJTA. This difference between participating and nonparticipating employers was tested and found to be statistically significant ($p<.05$). This was also confirmed in the responses displayed in Exhibit 6-8 where a greater percentage of participating than nonparticipating employers ranked the availability of training cost reimbursement as very important in their decision to apply for approval of a training program under EVJTA. A greater percentage of nonparticipants felt that this factor was not very important or not at all important.

6.3.3 Initial Reservations About Program Participation

The majority of survey respondents had no reservations about participating under EVJTA at the time they applied for approval of their training program. However, about 23 percent of participating employers and 17 percent of nonparticipating employers indicated that they did have reservations about EVJTA at that time. The types of reservations they expressed are shown in Exhibit 6-9. Regardless of their reservations, however, these employers all proceeded to apply for and receive approval of their training program under EVJTA.

Of the employers with reservations about participating in EVJTA, the most frequently mentioned concern was that the amount of paperwork required would be a burden. About 47 percent of participating employers with reservations (or 11 percent of all participating employers) and 53 percent of nonparticipating employers with reservations (or nine percent of all nonparticipating employers) were concerned about the level of paperwork that might be required under EVJTA. As will be shown later in this chapter, however (Section 6.7.2), it appears that this fear did not materialize for most of those employers who actually participated in the program. Further, many respondents in both employer groups indicated that they were helped extensively by an Employment Service representative in preparing the initial paperwork required to get approval of the company's training program, greatly relieving the initial burden on the employer.

The manufacturing sector represents the type of business of about 28 percent of participating employers and 25 percent of nonparticipating employers. A predominant business type of employers in this sector are companies which manufacture fabricated metal products, except machinery and transportation equipment (about six percent of both participating and nonparticipating employers). Also included in the manufacturing sector are companies that manufacture electrical and electronic machinery, equipment and supplies (four percent of participating employers and one percent of nonparticipating employers); and manfacturers of furniture and fixtures (three percent of participating and nonparticipating employers). Companies representing every other major group in the manufacturing sector are also included among the survey respondents. Those with 10 or more respondents (at least one percent of total responses) include: food and kindred products; lumber and wood products, except furniture; printing, publishing and allied industries; chemicals and allied products; rubber and miscellaneous plastics products; stone, clay, glass and concrete products; machinery, except electrical; transportation equipment; and measuring, analyzing and controlling instruments, photographic, medical and optical goods and watches and clocks.

The services sector accounts for about 28 percent of participating employers, and 26 percent of nonparticipating employers. Included in this broad category are companies which provide business services such as protective services, computer services, and leasing services. Business services account for the business types of seven percent of participating employers and six percent of nonparticipating employers. Also included in this category are automotive repair, services and garages (seven percent of participating employers and eight percent of nonparticipating employers), and miscellaneous repair services (five percent of participating employers and six percent of nonparticipating employers). Other business types included in the services sector (with 10 or more respondents) are: hotels, rooming houses, camps, and other lodging places; health services; social services; and miscellaneous services.

Within the construction sector (accounting for 14 percent of participating employers and 13 percent of nonparticipating employers), the predominant business type is in special trade contracting (accounting for seven percent of participating employers and eight percent of nonparticipating employers). Building construction including general contractors and operative builders account for five percent of participating employers and three percent of nonparticipating employers. Construction other than building construction accounts for the remaining businesses in the construction sector.

The retail trade sector accounts for 13 percent of participating employers and 19 percent of nonparticipating employers. The most largely represented type of business in this sector is miscellaneous retail establishments (four percent of both participating and nonparticipating employers). Also represented (with 10 or more survey respondents) are building materials, hardware, garden supply, and mobile home dealers; food stores; automotive dealers and gasoline service stations; furniture, home furnishing and equipment stores; and eating and drinking places.

The remaining sectors listed in Exhibit 6-1 each include six percent or less of the employer survey respondents.

6.2.2 Size of Firm

The distribution of employer survey respondents by size of firm (number of employees) is displayed in Exhibit 6-2. As shown in this exhibit, the size distributions for participating and nonparticipating employers are similar.

Participating employers range in size from zero to 17,000 employees and nonparticipating employers range from zero to 6,000 employees. The mean size of nonparticipating employers (105 employees) is somewhat larger than that of participating employers (93 employees). The high values of the mean number of employees compared to the median values (11 employees for participating employers and 14 employees for nonparticipating employers) occurs because of the highly skewed nature of the distribution of employers by size. Further, the means are affected by the wide variation in size among the small proportion of companies with 250 or more employees. When companies with 250 or more employees are excluded, the mean size of participating employers is 28 employees and the mean size of nonparticipating employers is 29 employees.

Whenever a distribution is highly skewed, as in this case, the median is generally a more appropriate measure than the mean. Thus, as indicated by the median numbers of employees, both participating employers and nonparticipating employers are somewhat small.

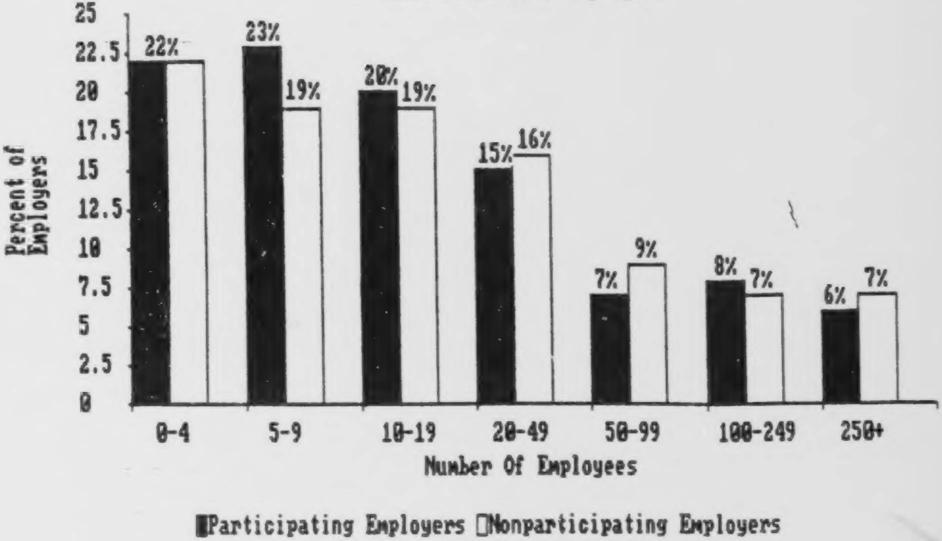
Two tests of statistical significance of the differences between the size of participating employers and nonparticipating employers were conducted. First, the difference between the mean sizes of participating and nonparticipating employers was tested and found not to be statistically significant. Second, the difference between the distributions of firm sizes of participating and nonparticipating employers was found not to be statistically significant. In other words, no statistically significant difference exists between the firm sizes of participating and nonparticipating employers.

6.2.3 Existence of Employee Unions

Survey respondents were asked whether their employees are represented by a union. For both participating employers and nonparticipating employers, 92 percent of the employer respondents have no employee unions (see Exhibit 6-3). In eight percent of the respondent companies, at least some employee positions are unionized. However, these

Exhibit 6-2

Size Of Firm Of Employers



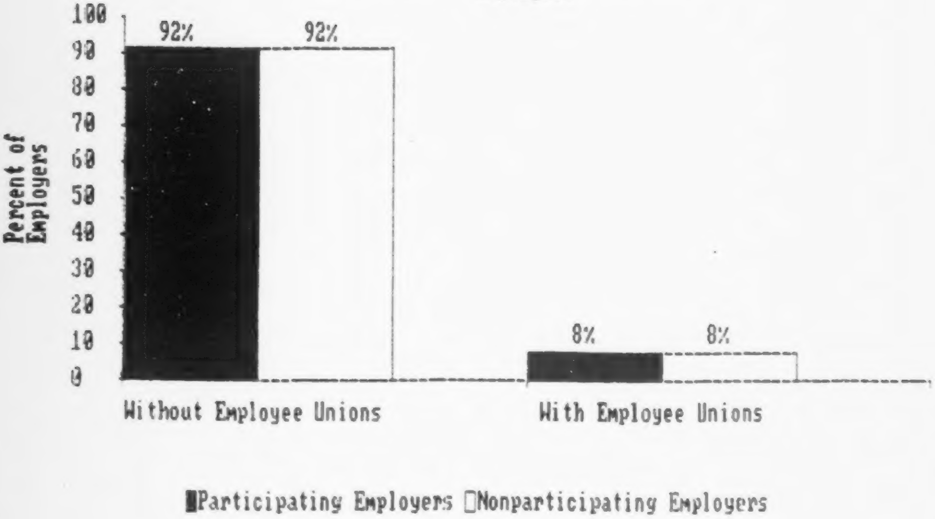
		Employees	
	Range	Mean	Median
Participating Employers	0-17000	93	11
Nonparticipating Employers	0-6000	105	14

Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-3

Existence Of Employee Unions Among Employers



Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

unionized jobs are not necessarily the same positions for which training is being offered under EVJTA.

6.2.4 Veteran Status of Respondents

Survey respondents were asked whether or not they themselves are veterans. These results are shown in Exhibit 6-4. Survey respondents included both company owner-operators and employer representatives knowledgeable about the company's training program under EVJTA and were generally the principal force behind getting the company's training program approved under EVJTA. Survey respondents for nonparticipating employers have only a slightly higher proportion of veterans than survey respondents for participating employers (44 percent versus 42 percent), a difference which is not statistically significant.

6.3 Initial Employer Contact with EVJTA

Various approaches have been used by the Veterans Administration and the U.S. Department of Labor to inform employers of the Emergency Veterans' Job Training Program and to elicit their application for approval of training programs. The survey of employers provided information on the initial contact of employers with EVJTA: how they first heard of the program, what factors interested them in the program, and what reservations they had about participating in the program.

6.3.1 Initial Source of Information to Employers About the Program

Survey respondents were asked how they first heard about the Emergency Veteran's Job Training Program. Responses are displayed in Exhibit 6-5.

As shown in Exhibit 6-5, the Employment Service and veterans themselves (veterans who approached employers directly hoping to obtain employment through the program) were the original source of information about EVJTA for the majority (71 percent) of both participating and nonparticipating employers.[1] The Employment Service apears to have been the source of program information for a greater proportion of nonparticipating employers (57 percent of nonparticipating employers versus 44 percent of participating employers) and that veterans themselves brought the first word of the program to a greater proportion of participating employers (27 percent of participating employers versus 14 percent of nonparticipating employers). However, these figures may be somewhat misleading since in some cases veterans were sent directly by the Employment Service to employers who were known to be looking for

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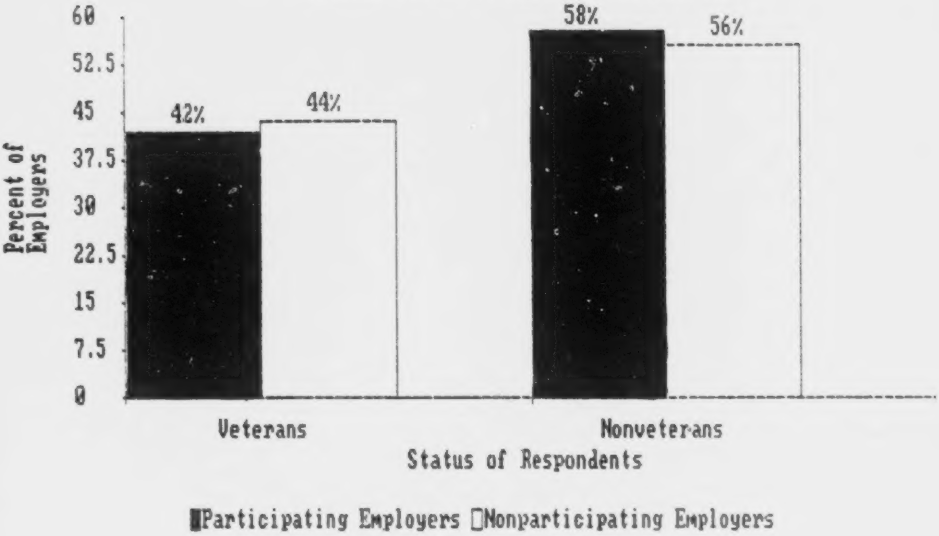
[1] Included in the figures for the Employment Service are contacts in person or on the telephone by an ES representative and ES contacts through the mail.

Exhibit 6-4

Veteran Status Of Employer Respondents

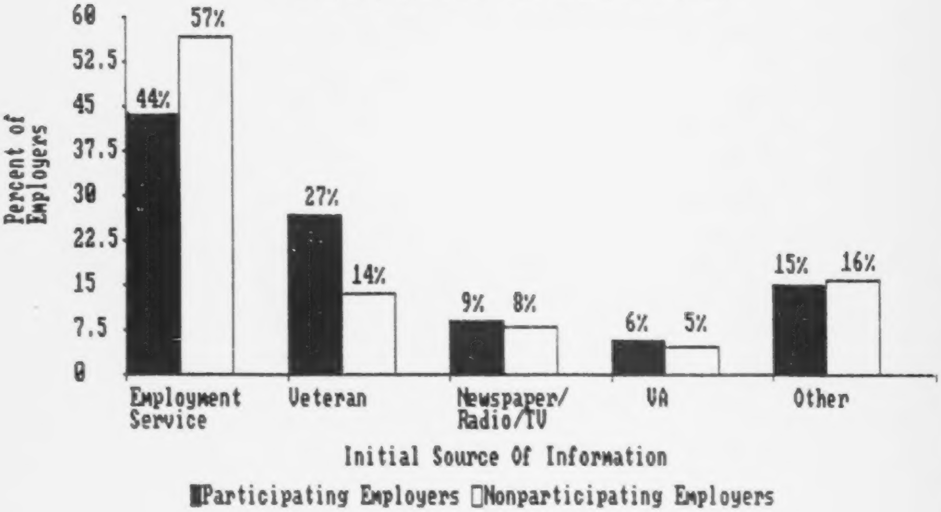


Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-5

Source Of First Hearing About The Emergency Veterans' Job Training Program



Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

employees. Employers were not necessarily aware that this had occurred and indicated that the veteran was the original source of information about EVJTA. The survey did not determine how frequently this type of situation occurred.

About nine percent of participating employers and eight percent of nonparticipating employers first heard about the EVJTA through the public media, that is through newspaper, radio, or television advertisements. Another six percent of participating employers and five percent of nonparticipating employers indicated that the Veterans Administration was the original source of information about the program. The figures for the Veterans Administration may also be somewhat misleading because it appears that a number of employers confused the ES Veterans Representative[1] with a representative of the Veterans Administration. Again, the survey did not determine how frequently this type of confusion may have existed.

For about 15 percent of participating employers and 16 percent of nonparticipating employers, initial word of the Emergency Veterans' Job Training Program came from sources other than those discussed above. Such other sources included veterans organizations, company employees, other employers, friends, relatives, and, in one case, the Small Business Administration. None of these sources played a role for more than five percent of the employers surveyed.

Overall, then, the Employment Service has been the major source of initial information about EVJTA to employers, both through direct contact with employers and indirectly by sending veterans with word of the program to the door of employers. Certified veterans themselves appear to have played some role in spreading the word about EVJTA to employers. In addition, some contacts from the "Veterans Administration" may in actuality be from the Employment Service's Veterans Representative. In total, somewhere between 44 percent and 77 percent of participating employers and between 57 percent and 76 percent of nonparticipating employers first heard about the Emergency Veterans' Job Training Program through the Employment Service.

6.3.2 Factors Which Led Employers To Obtain Approval of their Training Program

Several questions in the survey of employers elicited responses on factors affecting their decision to become involved in EVJTA. First, employers were asked to name the specific aspects of the program which interested them as employers when they first heard about the program. Second, they were asked to indicate which of the specific aspects that they had cited was the most important to them in the decision to apply for approval of the company's training program. Finally, employers were asked to assess the importance of three specific factors[1] in their decision to apply for approval of a training program under EVJTA. These results are displayed in Exhibits 6-6, 6-7, and 6-8 and discussed in the paragraphs which follow.

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[1] Either a Local Veterans Employment Representative or a Disabled Veterans Outreach Program staff member.

Overall, Exhibits 6-6, 6-7 and 6-8 show that the availability of a training cost reimbursement was of primary importance to most employers in their decision to apply for approval of a training program under EVJTA. Secondarily, and to a much lesser extent, employers were interested in EVJTA because it provided an opportunity to hire a veteran. Employers ranked the opportunity to train workers fairly highly, but only after direct questioning on this specific factor. Few employers mentioned this factor without prompting (Exhibits 6-6 and 6-7 versus 6-8).

Training Cost Reimbursement

For both participating and nonparticipating employers, the availability of a training cost reimbursement was the most frequently cited aspect of EVJTA which initially interested employers in the program (see Exhibit 6-6). About 78 percent of participating employers and 70 percent of nonparticipating employers cited the reimbursement factor specifically as an aspect of the program they found appealing. Most of these also indicated that the training cost reimbursement factor was the most important factor influencing their decision to apply for approval of their company's training program under EVJTA (Exhibit 6-7). About 65 percent of participating employers and 57 percent of nonparticipating employers indicated that the availability of a training cost reimbursement was the most important factor in their decision to become involved in EVJTA. Only eight percent of participating employers and 12 percent of nonparticipating employers said that the availability of a training cost reimbursement was not very or not at all important in this decision (Exhibit 6-8).

Opportunity to Hire a Veteran

The second most frequently cited factor which interested employers in EVJTA was the opportunity to hire a veteran. Many, but not all, of those employers who cited this factor indicated that they themselves were veterans. About 27 percent of participating employers indicated

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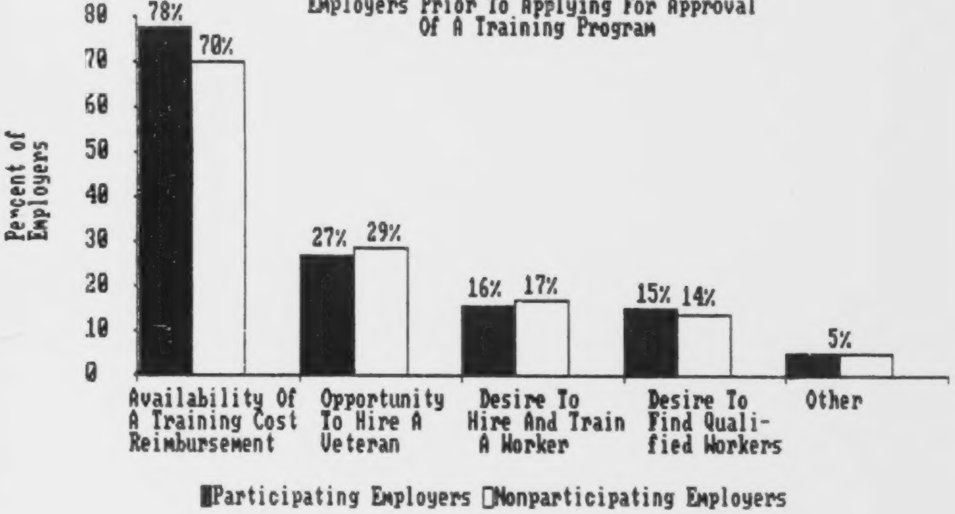
[1] These factors were: 1) the availability of a training cost reimbursement; 2) the opportunity to train and employ veterans; and 3) the opportunity to train workers.

Exhibit 6-6

Aspects Of The Emergency Veterans' Job Training Program Which First Interested Employers Prior To Applying For Approval Of A Training Program

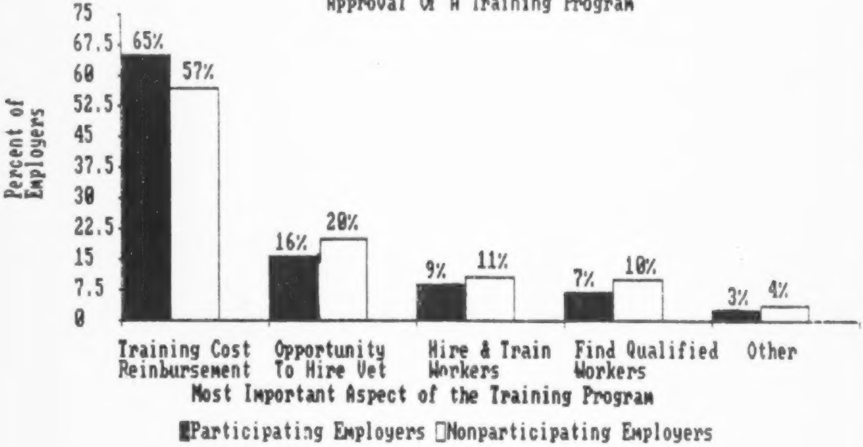


Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-7

Most Important Aspect Of The Emergency Veterans' Job Training Program To Employers In Decision To Apply For Approval Of A Training Program



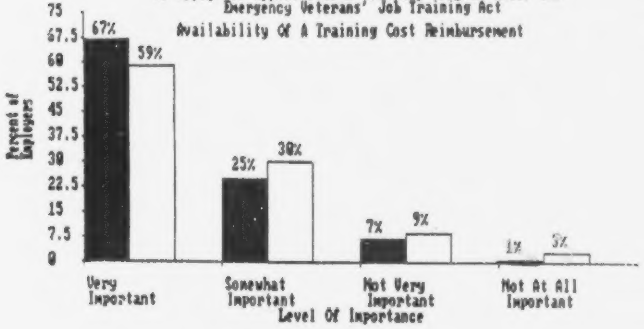
Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

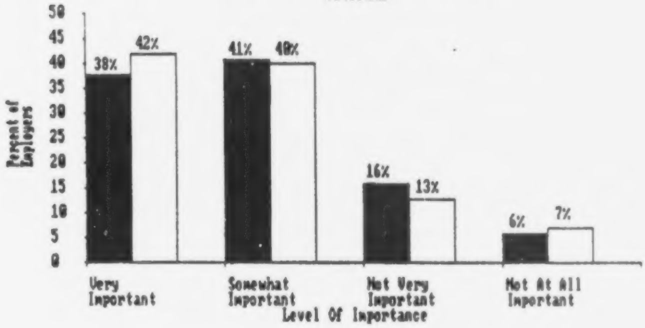
Exhibit 6-8

Importance Of Specific Factors In Employers' Decision To Apply For Approval Of A Training Program Under The Emergency Veterans' Job Training Act

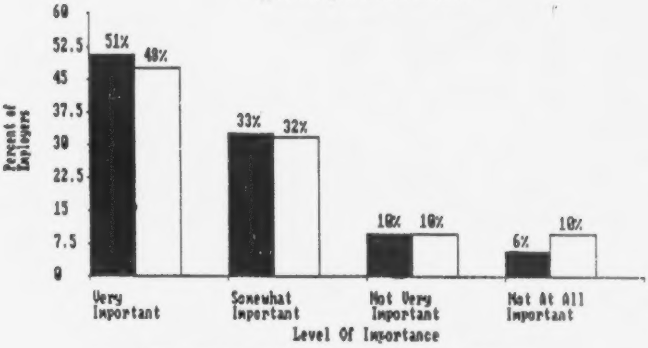
Availability Of A Training Cost Reimbursement



Opportunity To Train And Employ Veterans



Opportunity To Train Workers



■Participating Employers ☐Nonparticipating Employers

Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

that the opportunity to hire a veteran was a factor that interested them in EVJTA (Exhibit 6-6); 16 percent of participating employers felt that this was the most important factor in their decision to apply for approval of their company's training program (Exhibit 6-7). However, when asked directly about the importance of the opportunity to hire and train a veteran (as opposed to asking the respondent to name the factor considered most important) about 38 percent of participating employers and 42 percent of nonparticipating employers ranked this factor as very important in their decision to become involved in EVJTA (Exhibit 6-8). Only 19 percent of participating employers and 20 percent of nonparticipating employers felt that the opportunity to train and employ veterans was not very important or not at all important to them.

Opportunity to Hire and Train Workers

The desire to hire and train a worker was a factor cited by 16 percent of participating employers and 17 percent of nonparticipating employers as playing a role in their decision to apply for approval of their training program under EVJTA. About nine percent of participating employers and 11 percent of nonparticipating employers indicated that this was the most important factor in their decision. However, when asked about this factor directly, 51 percent of participating employers and 48 percent of nonparticipating employers ranked the opportunity to train workers under EVJTA as very important in their decision to become involved in the program.

Opportunity to Hire Mature, Experienced Workers

About 15 percent of participating employers and 14 percent of nonparticipating employers indicated that an aspect they found appealing about EVJTA when they first heard about the program was the opportunity to find mature, qualified trainees, that is, that EVJTA veterans would be more likely to have had some level of prior experience and would potentially be more stable employees. About seven percent of participating employers and 10 percent of nonparticipating employers indicated that this was the most important factor in their decision to apply for approval of their training program.

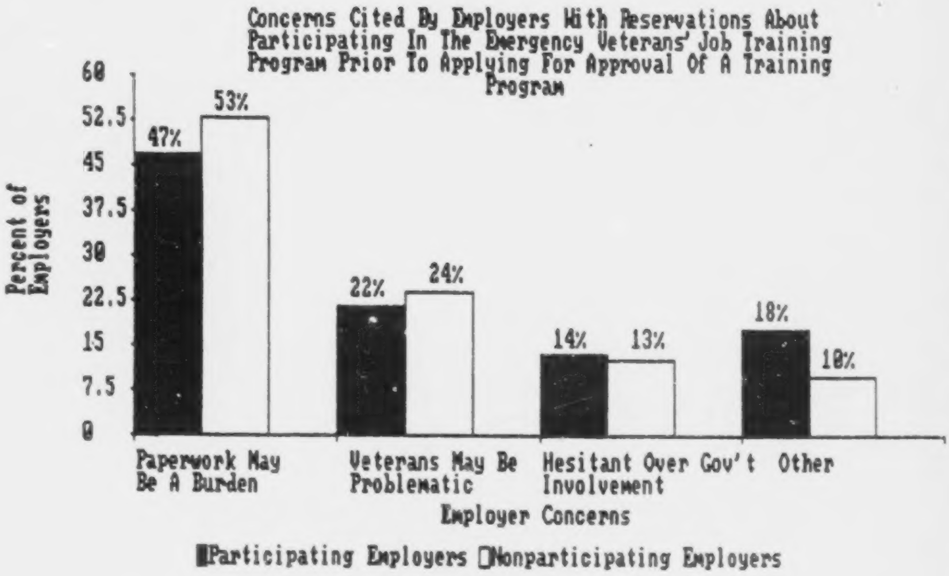
Other Factors

Only five percent or fewer of the survey respondents cited other factors as playing a role in their decision to participate in EVJTA. Some of these other factors included the fact that applicants under the program would be prescreened by the Employment Service, that the length of training was appealing, that the program sounded "flexible" and that the program provided an opportunity to hire handicapped or disabled workers.

Level of Interest in Program Without Availability of Training Cost Reimbursement

One additional question in the survey of employers was designed to assess the importance of the training cost reimbursement to employers in their decision to become involved in EVJTA. Specifically, employers

Exhibit 6-9



Concerns Cited By Employers With Reservations About Participating In The Emergency Veterans' Job Training Program Prior To Applying For Approval Of A Training Program

Number of Participating Employers = 124
Number of Nonparticipating Employers = 70

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

A second concern expressed by employers who had reservations about becoming involved with EVJTA was that the veterans themselves might be undesirable employees, because they might have either emotional or attitudinal problems. This concern was expressed by 22 percent of participating employers with reservations (or about five percent of all participating employers) and 24 percent of nonparticipating employers with reservations (or about four percent of all nonparticipating employers).

The third most frequent concern expressed by employers with reservations about becoming involved with EVJTA was a general hesistancy to become involved with government programs. This hesitancy stems from concerns about bureaucratic delays in receiving payment, in program restrictions inhibiting the flexibility of the employer and general reticence about unnecessary connection with the government. About 14 percent of participating employers with reservations (or about three percent of all participating employers) and about 13 percent of nonparticipating employers with reservations (or about two percent of all nonparticipating employers) expressed this concern.

About 18 percent of participating employers with reservations (or four percent of all participating employers) and 10 percent of nonparticipating employers with reservations (or two percent of all nonparticipating employers) expressed other concerns about becoming involved with EVJTA. These included a concern that they would not be able to fire the veteran for unsatisfactory performance and worries that business activity may not be sufficient to justify bringing on a trainee or new employee. This latter concern did materialize for some participating employers, as will be discussed later in this chapter.

6.4 Experiences of Employers with Veteran Candidates for Training

A series of questions in the survey of employers was designed to elicit information on the matching process between employers and certified veterans, that is, the process whereby certified veterans were appropriately matched with employers offering approved training program opportunities.

This section provides the results of questions on the matching process, including: 1) the sources of names of veterans who might be eligible for the employer's training program; 2) the numbers of veteran names provided; 3) the satisfaction of employers with the general qualifications of the veterans they interviewed; and 4) reasons nonparticipating employers have not hired certified veterans in their approved training programs.

6.4.1 Identification of Veteran Candidates

For the matching process to be successful, either employers must learn the identity of qualified veteran candidates, or qualified veteran candidates must learn the identity of employers with approved training programs. Surveyed employers were asked to indicate which sources had provided them with names of certified veterans who might be eligible for their training program. In addition, surveyed employers were asked to recall the number of names of certified veterans that were provided by each source of names.

Sources of Veteran Names

Exhibit 6-10 displays data on the sources of names of certified veterans who might be eligible for employer training programs as determined from the telephone survey. As shown, the Employment Service was the most frequently cited source of names. The Employment Service provided one or more certified veteran name to 63 percent of participating employers and 53 percent of nonparticipating employers. About 39 percent of participating employers and 18 percent of nonparticipating employers learned the identity of certified veterans when the veterans themselves approached the company seeking employment under EVJTA.[1]

Other sources of names of certified veterans included the Veterans Administration (which employers may have confused with the Veterans Representative of the Employment Service), an employee of the company, another employer, a veterans organization and an organization in which the employer is a member. None of these sources individually accounted for more than five percent of the sources of names for employers.

Finally, Exhibit 6-10 reflects the fact that about 28 percent of nonparticipating employers received no names of certified veterans from any source. That is, 28 percent of nonparticipating employers expressed interest in EVJTA by having their training programs approved by the VA, but since that time they had not received from any source the names of veterans who might be eligible for their approved training programs.

In addition to the fact that most employers learned the names of certified veterans from the Employment Service, nearly one-half of each employer group (about 49 percent of participating employers and 48 percent of nonparticipating employers) received names only from the Employment Service and no other source. Particularly in the case of smaller firms (those with 10 or fewer employees), the Employment Service was the only source of veteran names. Firms with 11 or more employers were more likely to have learned veteran names from other source(s) in addition to the Employment Service.

About 37 percent of participating employers and 47 percent of nonparticipating employers received no veteran names from the Employment Service. About one-half of the nonparticipating employers who got no

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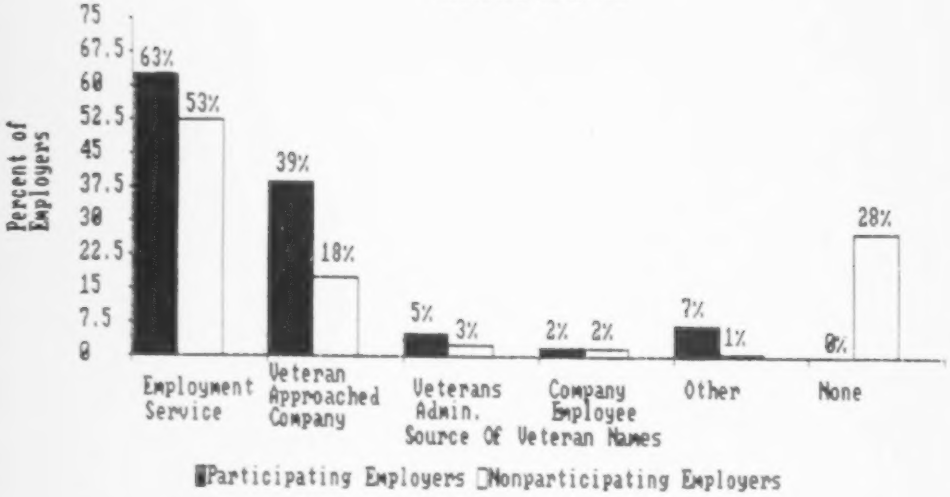
[1] As discussed earlier, however, some of these veterans may actually have been sent to the employer from the Employment Service (or another source), but the employer was unaware of this connection. Also note that the percentages shown in Exhibit 6-10 exceed 100 percent because employers may have received names of certified veterans from more than one source.

Exhibit 6-10

Sources Of Names Of Certified Veterans
Who May Be Eligible For Employer
Training Programs



Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Note: Percentages exceed 100% because employers may have received names from more than one source.

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

names from the Employment Service did, however, learn the names of certified veterans from other sources. As noted above, 28 percent of nonparticipating employers were provided with no names from any source.

Numbers of Veteran Names Provided

Exhibit 6-11 displays the total number of names of certified veterans provided to employers by all sources. As this exhibit shows, participating employers on average received more veteran names than nonparticipating employers. The range in numbers of veteran names provided to participating employers was from one to 100 whereas for nonparticipants the range was from zero to 80 names. Participating employers received a mean of 5.2 names and nonparticipating employers received a mean of 3.3 names. This difference in means was tested and found to be statistically significant ($p<.001$). That is, there is a statistically significant difference in the number of veteran names provided to participating employers compared to nonparticipating employers. Nonparticipating employers were provided with fewer names of veteran candidates than participating employers. The median number of names provided to participating employers from all sources is three names, whereas nonparticipating employers were provided a median of one name.

About 38 percent of participating employers hired the first certified veteran whom they identified. About 22 percent of nonparticipating employers were told of the name of one certified veteran whom they did not hire. Whereas 63 percent of participating employers were told the names of two or more veteran candidates, for nonparticipating employers this figure was 50 percent.

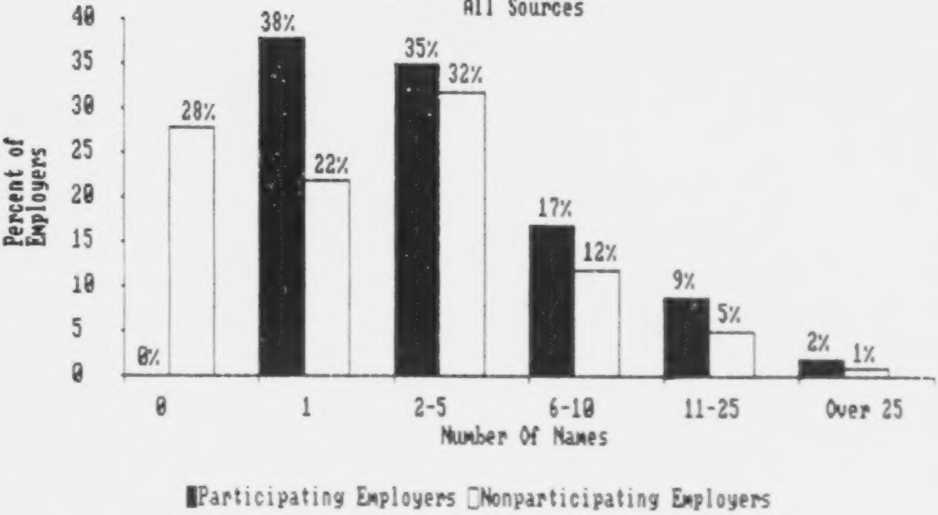
Among participating employers, a statistically significant relationship ($p<.01$) was also found between the number of certified veteran names provided and the employer's size of firm. Specifically, more veteran names were provided to larger firms (firms with greater numbers of employees) than to smaller firms. This relationship is displayed in Exhibit 6-12. Participating employers with fewer than 10 employees were provided with a mean of 3.7 certified veteran names. Those with between 10 and 49 employees were provided with a mean of 4.9 veteran names and those with 50 or more employees were provided with a mean of 8.6 certified veteran names. This relationship between firm size and number of veteran names provided was not found among nonparticipating employers.

6.4.2 Number of Interviews Conducted

As indicated in the prior discussion, participating employers were provided with a mean of 5.2 names of veterans who might be eligible for their training programs, and nonparticipating employers were provided with the names of a mean of 3.3 veterans. Not all of these veterans were actually interviewed, however. As with the number of names provided to employers, participating employers on average interviewed more veterans than nonparticipating employers. As shown in Exhibit 6-13

Exhibit 6-11

Total Number Of Names Of Certified Veterans Provided To Employers From All Sources



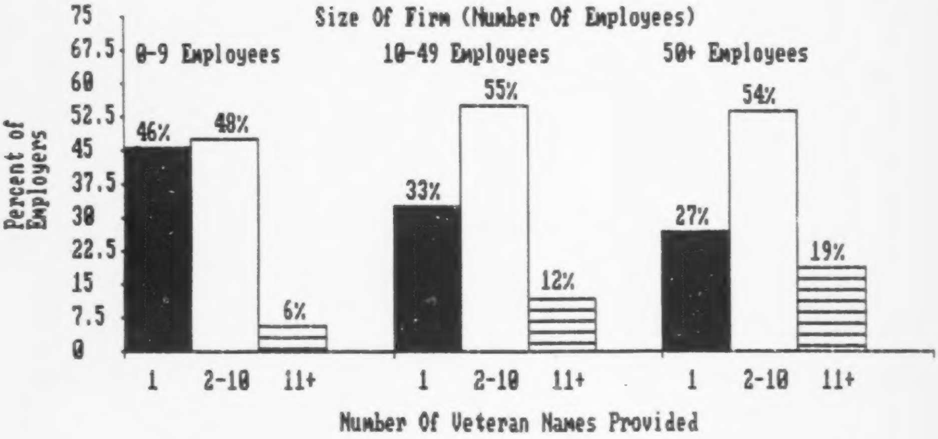
	Veteran Names		
	Range	Mean	Median
Participating Employers	1-100	5.2	3
Nonparticipating Employers	0-80	3.3	1

Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-12

Number Of Names Provided From All Sources
By Size Of Firm

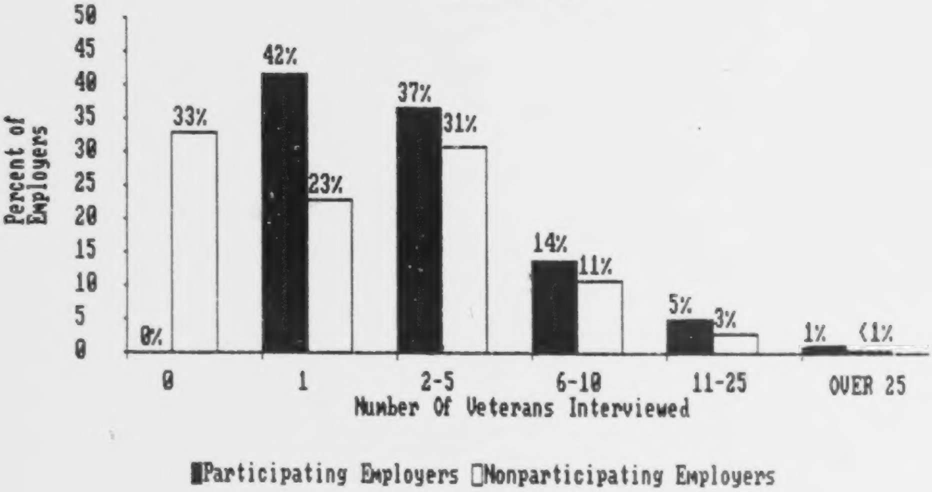


Size Of Firm	Participating Employers	Mean Number Of Veteran Names Provided
0 - 9 Employees	240	3.7
10 - 49 Employees	189	4.9
50 + Employees	113	8.6

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-13

Number Of Veterans Interviewed For Participation In The Employer's Training Program



	Range	Veterans Mean	Median
Participating Employers	1-95	4.2	2
Nonparticipating Employers	0-50	2.4	1

Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

participating employers interviewed a mean of 4.2 veterans and nonparticipating employers interviewed a mean of 2.4 veterans in an effort to employ a certified veteran in their approved training proram. This difference was tested and found to be statistically significant ($p<.001$).

About one-third (33 percent) of nonparticipating employers interviewed no veterans, although over one-half (54 percent) interviewed between one and five veterans without hiring any in their training program. About 15 percent of nonparticipating employers interviewed six or more veterans and still did not hire a veteran in their program.

About 42 percent of participating employers interviewed only one veteran, but hired this veteran in their training program. Another 37 percent interviewed between two and five veterans before hiring one or more in their program. Only about 20 percent of participating employers interviewed six or more veterans in the attempt to hire one or more veterans in their training program.

6.4.3 Satisfaction of Employers with General Qualifications of Veterans Interviewed

As expected, participating employers were more satisfied with the general qualifications of the certified veterans they interviewed than were nonparticipating employers. Exhibit 6-14 displays the levels of satisfaction of employers with the general qualifications of certified veterans they interviewed. This exhibit contains three parts: the first shows the level of satisfaction of all employers who interviewed veterans, the second shows the level of satisfaction of employers who got veteran names from the Employment Service, and the third shows the level of satisfaction of employers who got no veteran names from the Employment Service but did receive names from other sources.[1]

All Employers Who Interviewed Veterans

Almost one-half (47 percent) of participating employers were very satisfied with the general qualifications of the certified veterans they interviewed for their training position, whereas only about 12 percent were either somewhat dissatisfied or very dissatisfied with the qualifications of the certified veterans they interviewed. However, by definition, all participating employers, regardless of their satisfaction with the general qualifications of veterans interviewed, hired at least one veteran in their training program.

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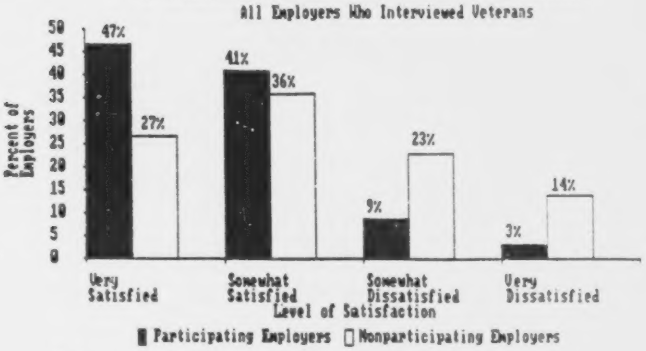
[1] Some of the employers in this latter category, however, may have indirectly received names from the Employment Service because in some cases the Employment Service sent veterans directly to the employer and the employer was not aware that his had happened. It was not possible to determine the frequency with which this occurred.

Exhibit 6-14

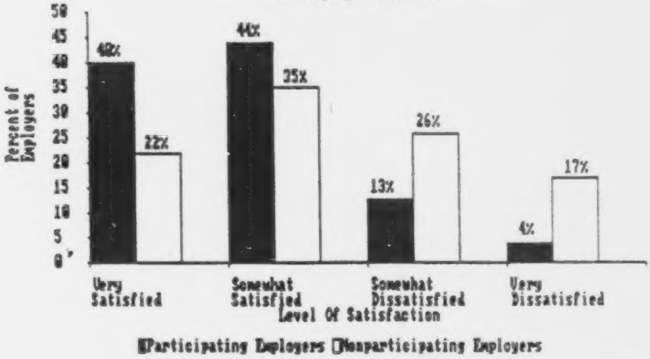
Satisfaction Of Employers With General Qualifications Of Certified Veterans Interviewed For A Training Position

All Employers Who Interviewed Veterans



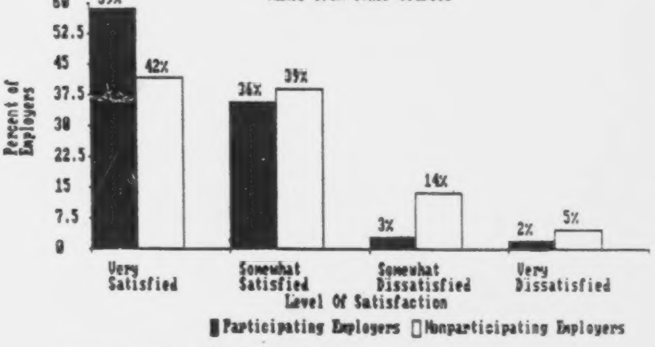
Number of Participating Employers - 543
Number of Nonparticipating Employers - 291

Employers Who Got Veteran Names From The Employment Service



Number of Participting Employers - 340
Number of Nonparticipating Employers - 213

Employers Who Got No Veteran Names From The Employment Service But Did Receive Names From Other Sources



Number of Participating Employers - 203
Number of Nonparticipating Employers - 78

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

In contrast, about 37 percent of nonparticipating employers who interviewed veterans[1] were either somewhat dissatisfied or very dissatisfied with the veterans they interviewed. Over one-third (36 percent) were somewhat satisfied and about 27 percent of nonparticipating employers indicated that they were very satisfied with the general qualifications of the certified veterans they interviewed for their training position. As will be discussed below, some of these nonparticipating employers made offers to hire veterans under the program. However, none had a veteran actually enter a training position with their company.

Comparison of Employers Who Did and Did Not Receive Names of Veteran Candidates from the Employment Service

Employers who were provided with the names of veteran candidates by the Employment Service were less satisfied with the general qualifications of the veterans they interviewed than were employers who got no names directly from the Employment Service.[2] This finding was tested and determined to be statistically significant for both participating and nonparticipating employers ($p<.001$).

As shown in Exhibit 6-14, 40 percent of participating employers who got names of veterans from the Employment Service were very satisfied with the general qualifications of the veteran(s) interviewed. However, 59 percent of those participating employers who got no names from the Employment Service were very satisfied with the general qualifications of the certified veterans they interviewed. Among nonparticipating employers 22 percent of those who were provided names by the Employment Service were very satisfied with the general qualifications of veterans interviewed whereas among those who received no names from the Employment Service (but did get names from other sources) 42 percent were very satisfied with the general qualifications of the certified veterans they interviewed.

Similarly, higher percentages of employers who got veteran names from the Employment Service were either somewhat dissatisfied or very dissatisfied with the general qualifications of veterans interviewed than was the case for employers who got the names of certified veterans only from sources other than the Employment Service.

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[1] About two-thirds (67 percent) of nonparticipating employers interviewed veterans as potential candidates for their training program.

[2] As discussed earlier (Section 6.4.1), employers who got no names from the Employment Service learned the names of veterans from: 1) veterans who approached the company directly; 2) the Veterans Administration; 3) a company employee; 4) another employer; 5) a veterans' organization; and 6) an organization of which the employer is a member. About 37 percent of participating employers and 47 percent of nonparticipating employers got no veteran names from the Employment Service.

6.4.4 Offers by Nonparticipating Employers to Hire Veterans Under EVJTA

About two-thirds (67 percent) of nonparticipating employers conducted interviews with certified veterans in an effort to identify qualified candidates for their training program. As discussed above, almost two-thirds of these were either somewhat or very satisfied with the general qualifications of the veterans they interviewed. However, these employers remained nonparticipating employers, that is, they did not hire a certified veteran in their approved training program under EVJTA.

The survey results show, however, that about one-third (31 percent) of nonparticipating employers did make an offer to at least one certified veteran to enter a training program approved by the VA with their company. In each case the certified veteran turned down the offer of employment either immediately or at some point prior to the day that the training was scheduled to begin.

Conversely, about two-thirds (69 percent) of nonparticipating employers made no offers to a certified veteran to enter a training position approved under EVJTA. Exhibit 6-15 displays the most important reasons given by nonparticipating employers for not making offers of employment under EVJTA to a certified veteran. As shown, the most frequent response given as the most important reason for not making an offer to hire a certified veteran was that the training program did not (or had not yet) become active or operational (36 percent of all nonparticipating employers who made no offers, or 25 percent of all nonparticipating employers).

About 23 percent of nonparticipating employers who made no offers (or 16 percent of all nonparticipating employers) indicated that no offers had been made because the certified veterans identified could not meet their minimum qualifications for the training position, despite the availability of a training cost reimbursement. An approximately similar percentage (22 percent of nonparticipating employers who made no offers or 15 percent of all nonparticipating employers) indicated that the most important reason was that no certified veterans had been identified. Some employers felt that the reason no certified veterans had been identified was that the Employment Service had not been sufficiently responsive in identifying certified veteran candidates. Others, however, felt that their own requirements for suitable veteran candidates were so stringent as to make it highly unlikely that a qualified candidate could be found in the Employment Service prescreening process.

Seven percent of those employers that made no offers indicated that the most important reason was that the veteran interviewed could not meet the requirements for certification and consequently was ineligible for participation under EVJTA. Apparently the names of a number of veterans who have not been certified have been provided to employers for interviewing prior to the certification process.

Exhibit 6-15

Most Important Reason Given by Nonparticipating Employers for Not Making an Offer to a Certified Veteran to Enter a Training Position Under the Emergency Veterans' Job Training Program

	Percent of Nonparticipating Employers Who Did Not Make an Offer
The training program did not/has not become active or operational	35.7
The certified veteran(s) identified could not meet the minimum qualifications for the training position, despite the availability of a training cost reimbursement	23.0
No certified veterans have been identified	22.0
Veteran(s) interviewed could not meet requirements for certification	6.7
The training position was filled by a nonveteran	6.0
Other reasons	6.7
Total Number of Nonparticipating Employers	300

Source: Survey of employers approved under EVJTA conducted by Centaur Associates, Inc. between October, 1984 and January, 1985.

Another six percent of nonparticipating employers who made no offers indicated that the most important reason was that the training position had been filled by a nonveteran. Other reasons were given by about seven percent of nonparticipating employers who had made no offers, including such reasons as the program was too "bothersome" or that veterans scheduled to be interviewed never showed up.

As discussed above in Section 6.4.1, about 28 percent of nonparticipating employers expressed interest in EVJTA by obtaining approval of their training programs, but did not receive any names from any source of certified veterans who might be eligible for their training programs. About one-half of those nonparticipating employers who were provided with no veteran names indicated that the fact that no certified veterans had been identified (i.e., no names had been provided) was the most important reason they had not made an offer to a veteran to enter their training program. However, about one-third indicated that the most important reason for not making an offer to a veteran under the program was that their training program did not (or had not yet) become active or operational.

6.5 Experiences of Participating Employers With Veteran Trainees

Two categories of questions in the survey of employers provided information on the experiences of participating employers with veteran trainees. In the first group of questions, participating employers were asked to specify the number and status of veterans they had hired under EVJTA. Second, participating employers were asked to compare the job performance of veteran trainees hired under EVJTA to the performance of other trainees.

6.5.1 Status of Veterans Hired by Participating Employers Under EVJTA

Exhibit 6-16 describes the status of veterans hired by participating employers under EVJTA at the time of the survey.[1] Most participating employers have veterans currently in training, although many hired veterans who did not complete their training program. Almost two-thirds (61 percent) of participating employers had one or more veterans currently in training. About 43 percent hired veterans who did not complete their training programs. Very few employers (about nine percent) hired veterans who had successfully completed their training programs as of the time of the survey.[2] Each of these categories of veteran status is discussed in the subsections which follow.

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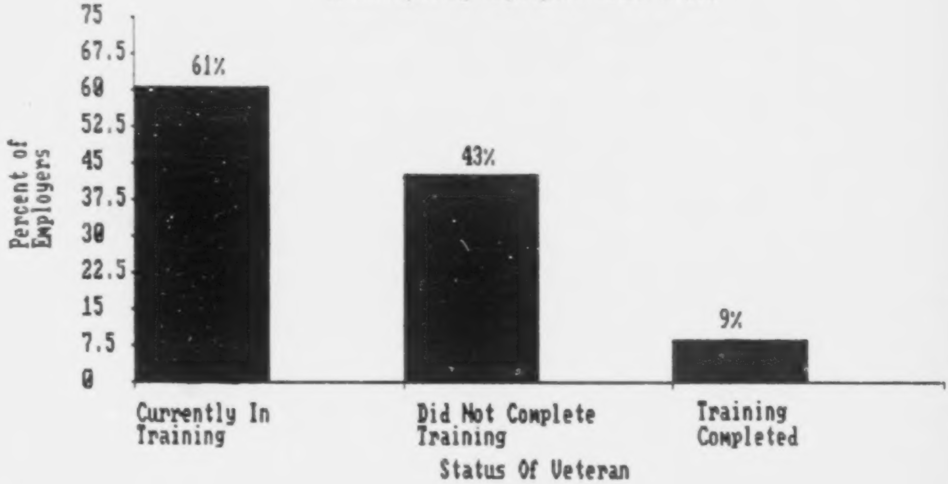
[1] That is, at the time of the employers response during the period October, 1984 to January, 1985.

[2] Note that these percentages exceed 100 percent in total because some employers have hired veterans in more than one category.

Exhibit 6-16

Status Of Veterans Hired By Participating Employers Under EVJTA



Number of Participating Employers - 542

Note: Totals do not add to 100% because some employers have hired veterans in more than one category.

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Participating Employers With Veterans Currently in Training

The majority of participating employers had one or more veteran in training under EVJTA at the time of the survey. About 61 percent of participating employers had veterans in training, and most of these employers (80 percent) had hired no other veterans other than those that were currently in training. That is, most had hired no veterans who had failed to complete their training program, and most had no veterans who had successfully completed their training yet.

Exhibit 6-17 provides information on the number of veterans per employer currently in training with participating employers. This exhibit shows that about one-half (51 percent) of participating employers had one veteran in training under EVJTA at the time of the survey. Another 11 percent had two or more veterans in training under EVJTA. The range of numbers of veterans in training per participating employer at the time of the survey was from zero (these participating employers had hired veterans who did not complete their training or who had successfully completed their training, but did not have any veterans currently in training under EVJTA) to 17 veterans.

Relatively larger firms are more likely to have veterans in training than smaller ones. Exhibit 6-18 presents the percent of participating employers with veterans currently in training by firm size. About two-thirds (67 percent) of companies with 20 or more employees currently had veterans in training, whereas about 58 percent of companies with fewer than 20 employees currently had veterans in training. The finding that larger firms (with 20 or more employees) are more likely to have veterans currently in training was tested and found to be statistically significant ($p<.05$).

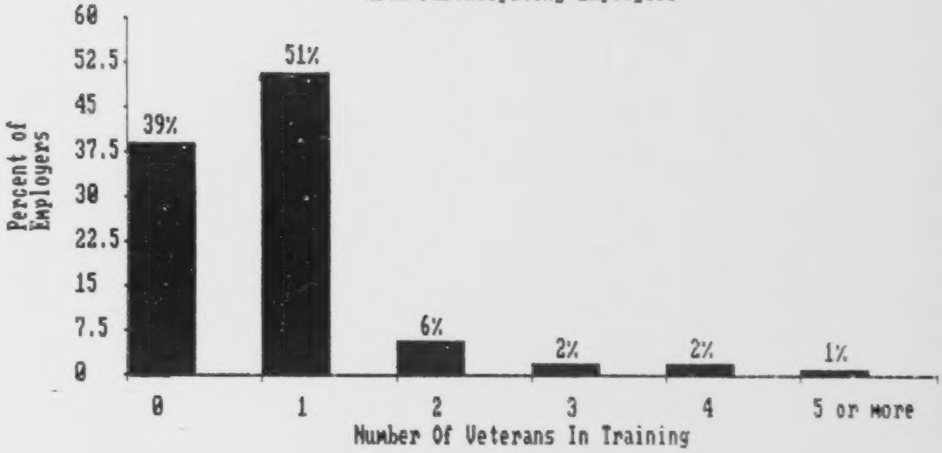
Participating Employers That Hired Veterans Who Did Not Complete Their Training Program

Exhibit 6-19 displays information on the number of veterans who did not complete their training programs with participating employers. Less than one-half of participating employers have had veterans fail to complete their training program. About one-third had one veteran fail to complete their training program, and another approximately 11 percent of participating employers had two or more veterans fail to complete their training programs. The maximum number of veterans who did not complete their training programs for any one participating employer was seven (i.e., one employer reported that seven veterans had failed to complete their training program under EVJTA). Of the participating employers that hired veteran(s) who did not complete their training program (43 percent of participating employers), most had not hired any additional veterans under EVJTA at the time of the survey.

Larger firms are less likely than smaller to firms to have the experience of a veteran failing to complete training (see Exhibit 6-20). About one-half (48 percent) of participating employers with fewer than

Exhibit 6-17

Number Of Veterans Currently* In Training With Participating Employers



Range 0-17
Mean 0.8
Median 1

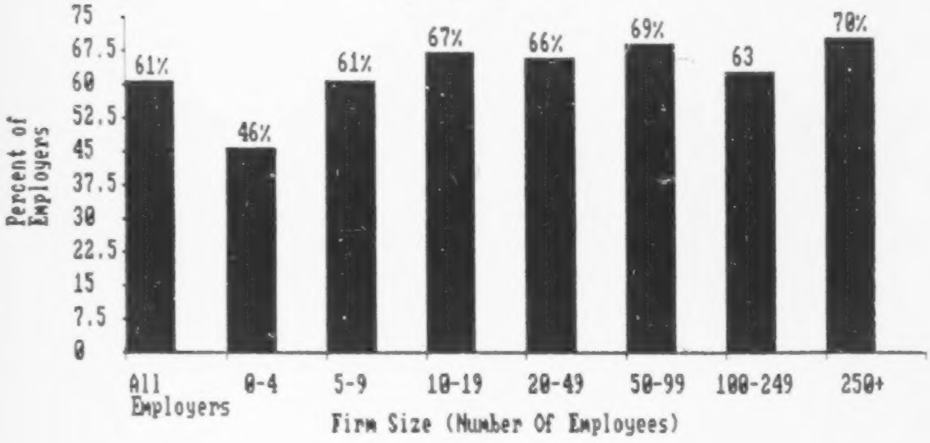
Number of Participating Employers - 543

*Currently represents the employer's response at the time of interview, i.e., between October 19,1984 and January 31,1985.

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-18

Percent Of Participating Employers With One Or More Certified Veterans Currently* In Training (By Size Of Firm)



Range	0-17
Mean	0.8
Median	1

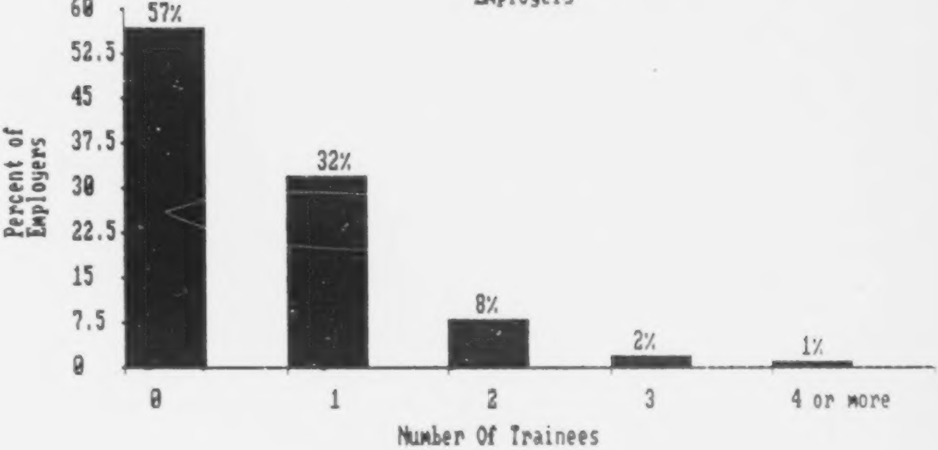
Number of Participating Employers - 331

*Currently represents the employer's response at the time of interview, i.e., between October 19,1984 and January 31,1985.

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-19

Number Of Veterans Who Did Not Complete Their Training With Participating Employers

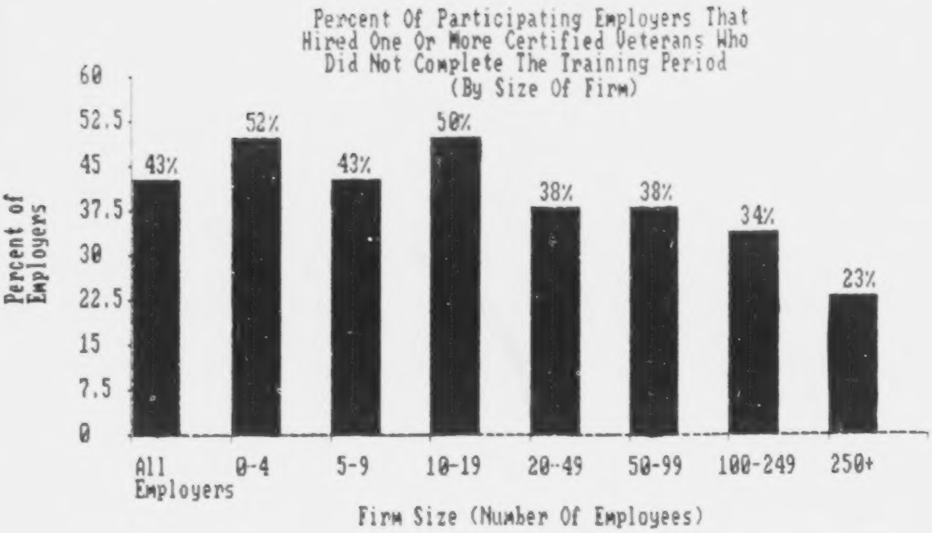


Range 0-7
Mean 0.6

Number of Participating Employers - 543

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-20



Percent Of Participating Employers That Hired One Or More Certified Veterans Who Did Not Complete The Training Period (By Size Of Firm)

Number of Participating Employers - 543

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

20 employees had one or more certified veteran fail to complete the training program. Only about one-third (35 percent) of employers with 20 or more employees had this experience. The greater likelihood of smaller firms to have veterans drop out of their training programs was tested and found to be statistically significant ($p<.01$).

Participating Employers That Hired Veterans Who Successfully Completed Their Training Programs

At the time of the survey about nine percent of participating employers had hired veteran trainees who successfully completed their training program.[1] Most of these (76 percent) had not hired any other veterans other than those who successfully completed their training program (i.e., they did not have any veterans fail to complete their training program and they did not have any veterans currently in training under EVJTA).

Of those participating employers whose veteran trainees successfully completed their training program, most (76 percent -- but not necessarily the same employers indicated in the prior paragraph that that hired only successful completers in their veteran training programs) still employed the successful completers at their company.

Exhibit 6-21 displays the number of trainees who have successfully completed their training program with participating employers. As this exhibit shows, about seven percent of participating employers have had one veteran complete their training program, and about two percent have had two or more (up to a maximqm of six) veterans complete their training program.

Participating employers that have hired veterans who successfully completed their training programs (at the time of the survey) are primarily larger firms. As displayed in Exhibit 6-22, about 23 percent of firms with 250 or more employees had hired veterans who successfully completed their training. About seven percent of firms with fewer than 20 employees had veterans successfully complete their training, whereas about 14 percent of firms with 20 or more employers had this experience. The finding that relatively larger firms (with 20 or more employees) are more likely to have veterans successfully complete their training program (as of the time of the survey) was tested and found to be statistically significant ($p<.01$).

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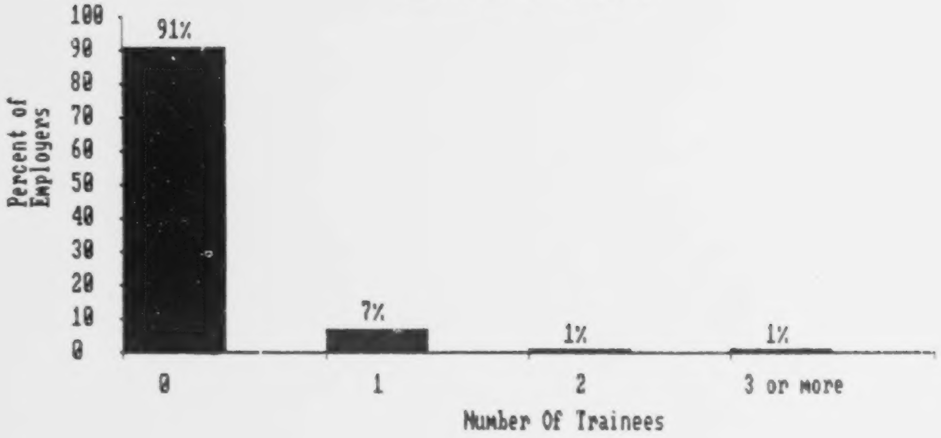
[1] More information regarding the retention of veterans by participating employers after completion of training will be provided by a follow-up survey to be conducted by Centaur Associates, Inc. The sample of employers for this survey will be selected from those employing organizations which have reported completion of training by one or more veteran participants. The survey will involve contacting sampled employers 12 months after the reported completion in order to determine the extent to which veteran participants still are employed by the sampled employers.

Exhibit 6-21

Number Of Trainees Who Have Successfully Completed Their Training With Participating Employers



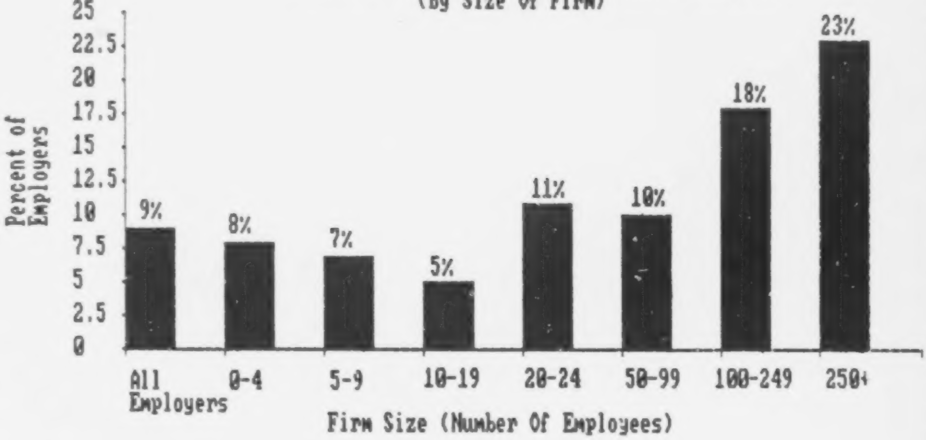
Range 0-6
Mean 0.1

Number of Participating Employers - 543

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-22

Percent Of Participating Employers That Hired One Or More Certified Veterans Who Successfully Completed The Training Program (By Size Of Firm)



Number of Participating Employers - 51

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

6.5.2 Opinion of Participating Employers on the Job Performance of Veteran Trainees

Participating employers were asked to compare the job performance of the veteran trainees hired under EVJTA with the performance of other trainees. These responses are shown in Exhibit 6-23, which provides information on the opinions of 1) all participating employers, 2) employers who have veterans currently in training, 3) employers that hired veteran trainees who did not complete their training programs, and 4) employers that hired veteran trainees who successfully completed their training program.

Among all participating employers, about 44 percent felt that the job performance of veteran trainees hired under EVJTA was better than the job performance of other trainees. About 40 percent felt that veteran trainees under EVJTA performed about the same as other trainees, and about 14 percent felt that veteran trainees had poorer job performance than other trainees. Two percent of participating employers felt they had no basis for comparison of the job performance of veteran trainees with other trainees.

Over one-half of the employers who have veterans currently in training felt that the job performance of veteran trainees was better than the performance of other trainees. Only six percent expressed dissatisfaction by claiming that the performance of veteran trainees was worse than that of other trainees.

Employers that hired veteran trainees who did not complete their training program were most likely to find the performance of veteran trainees about the same as the performance of other trainees (45 percent of employers in this category). This category includes both employers who hired veterans that left their training program voluntarily and those whose veterans left their training program involuntarily.[1] Perhaps reflecting this difference, roughly equal numbers of employers felt that the job performance of veteran trainees was better than other trainees (27 percent) and that the job performance of veteran trainees was worse than that of other trainees (26 percent).

As might be expected, employers that had veterans successfully complete their training program were most likely to rank the job performance of veteran trainees as better than that of other trainees. About 59 percent of employers that hired veteran trainees who successfully completed their training program indicated that the job performance of the veteran traineees hired under EVJTA was better than that of other trainees. Only two percent of these employers felt that veterans hired under EVJTA performed worse than other trainees.

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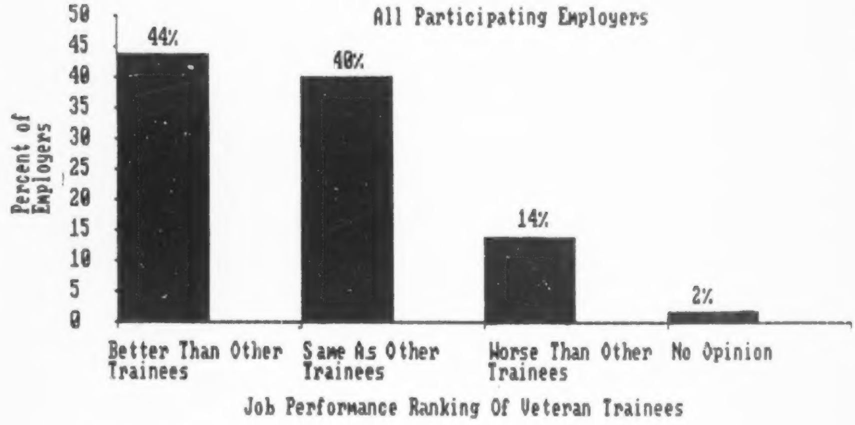
[1] The questionnaire did not distinguish these two groups in this part of the survey.

Exhibit 6-23

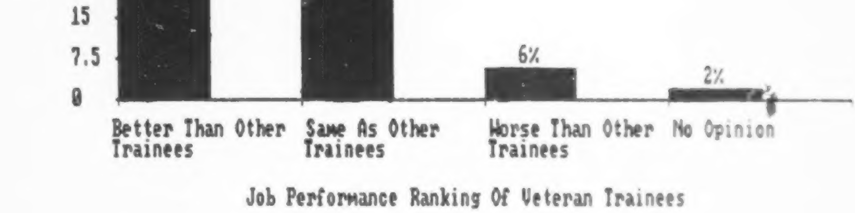
Employer Opinion Of The Job Performance
Of Veteran Trainees Hired Under EVJTA
Compared To Other Trainees



All Participating Employers

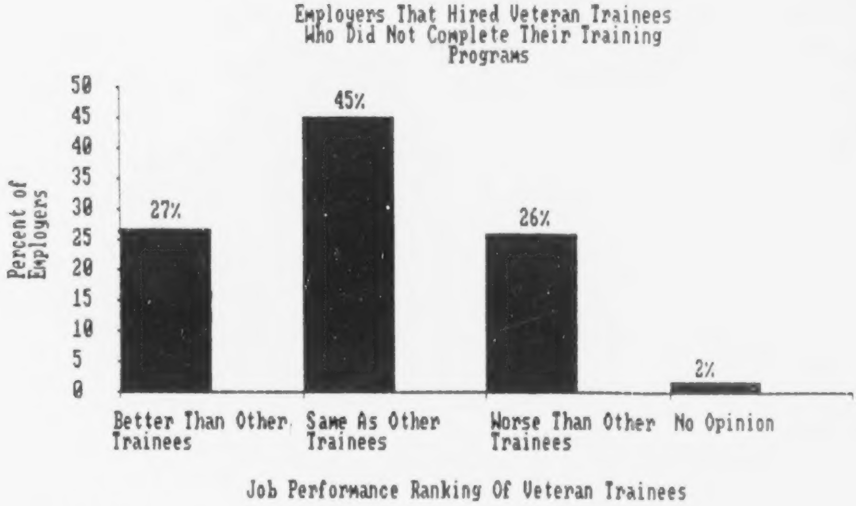
Number of Participating Employers - 541

Employers Who Have Veterans
Currently In Training

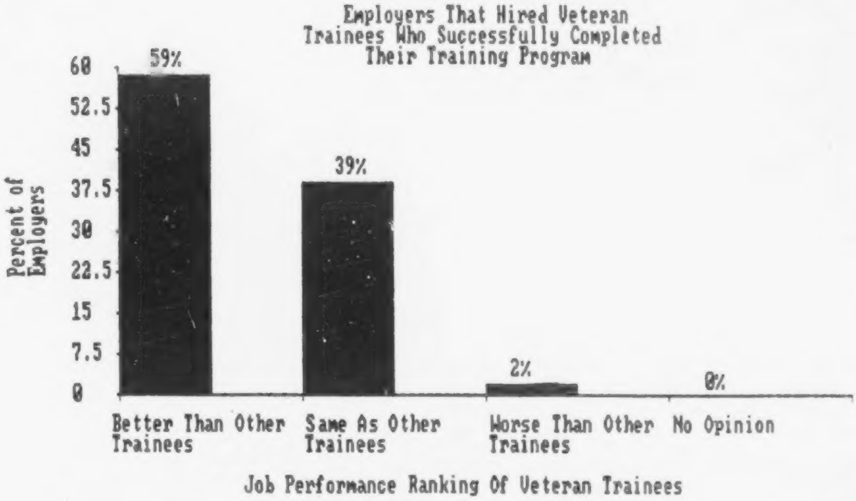


Number of Participating Employers - 331

Exhibit 6-23 (Continued)



Number of Participating Employers - 236



Number of Participating Employers - 51

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

6.6 Supervisor Performance Assessments of Specific Veteran Trainees

The survey of employers included a series of questions related to specific veteran trainees hired by participating employers under EVJTA. If more than one veteran had been hired by a particular employer (regardless of whether the veteran was still employed by the company), the interviewer selected one veteran name at random for discussion in this segment of the survey.

The survey respondent for most of this portion of the survey was the direct supervisor of the veteran trainee. In many cases this supervisor was also the employer or the knowledgeable company representative who responded to the other questions in the survey. In some cases separate interviews were conducted with the supervisor of the veteran for this portion of the survey.

6.6.1 Sources of Veterans Hired by Participating Employers

About 53 percent of participating veterans came to the participating employers directly through the Employment Service. Another 35 percent were veterans who approached the company directly hoping to obtain employment through EVJTA. (Some portion of these may have been sent to the employer by the Employment Service but the employer was not aware this had happened.) Other sources, each accounting for less than five percent of the veterans, were the Veterans Administration (although some confusion may have existed among respondents between the Veterans Administration and the Employment Service's Veterans Representative), employees of the company, job fairs, and advertisements on the part of the employers. In a few cases, the employer indicated that he or she knew the veteran personally and found the EVJTA an opportunity to hire this person.

6.6.2 Likelihood of Hiring Specific Veterans Without Reimbursement of Training Costs Under EVJTA

Participating employers were asked whether they would have hired the veteran if a training cost reimbursement had not been available under the EVJTA. As Exhibit 6-24 illustrates, the majority of participating employers (63 percent) indicated that they would have hired the veteran with or without the availability of the training cost reimbursement offered under EVJTA.[1] Some of these employers said that they would have had to pay the veteran a lower salary without the reimbursement available under EVJTA. For these employers it was not known whether this lower salary would have been sufficient incentive for the veteran to accept the training position.

About one-third of participating employers indicated that they would not have hired the veteran without the possibility of a training cost reimbursement under EVJTA. Most of these stated they simply did not

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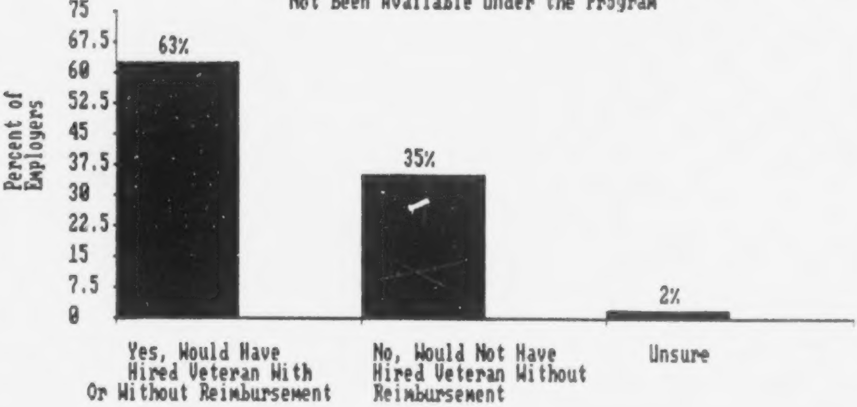
[1] However, it was not clear that the employers would have been successfully matched with veteran trainees without their involvement in EVJTA.

Exhibit 6-24

Response of Participating Employers On Whether They Would Have Hired the Specific Veteran If A Training Cost Reimbursement Had Not Been Available Under the Program



Number of Participating Employers - 542

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

have the resources to pay the full salary of an additional employee. Others indicated that they would not have "taken a chance" on training a "marginally qualified" employee without the incentive of a training cost reimbursement.

Relatively larger employers indicated an even greater likelihood than smaller employers of hiring the veteran regardless of the availability of a training cost reimbursement. Among firms with 20 or more employees, about 73 percent indicated they would have hired the veteran trainee with or without a training cost reimbursement. About 60 percent of firms with fewer than 20 employees indicated that they would have hired the veteran regardless of the availability of a training cost reimbursment. This difference between large (with 20 or more employees) and small employers was statistically tested and found to be significant $(p<.01)$.

6.6.3 Occupations in Which Specific Veterans Received Training

Veterans hired by participating employers under EVJTA are being trained in a variety of occupations. Exhibit 6-25 illustrates the range of occupations based on the categories set forth in the Dictionary of Occupational Titles.[1] As shown, about one-half of the occupations of the veterans were in structural work (about 26 percent) or machine trades occupations (about 24 percent). Another approximately 18 percent of the training positions were in professional/technical/managerial jobs, and about 14 percent were in clerical and sales positions. The remaining 10 percent of jobs were in benchwork, services, miscellaneous occupations, processing, and agriculture/forestry/fisheries jobs. Popular training positions included in the structural work category were 1) occupations in fabrication, installation and repair of electrical and electronics products; 2) carpenters; 3) miscellaneous construction occupations; and 4) miscellaneous structural work occupations. Other positions in this category included welders, cutters, painters, plasterers, and excavating, grading and paving occupations.

The machines trades category consisted largely of motorized vehicle and engineering equipment mechanics and repairers (particularly automobile mechanics). A fair number of metal machinist positions are also included. Training in some wood machining trades was also being provided to veteran trainees.

Within the professional/technical/managerial grouping, popular training positions were wholesale and retail trade managers and officials and service industry managers and officials. Several occupations in administrative specializations were also provided to veteran trainees under EVJTA.

Clerical and sales occupations largely covered production and stock clerks, as well as computing and account-recording occupations.

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[1] U.S. Department of Labor, Employment and Training Administration, Fourth Edition, 1977.

Exhibit 6-25

Occupations of Specific Veterans Hired by Participating Employers Under the Emergency Veterans' Job Training Program

Occupational Category[1]	Percent of Employers Hiring A Veteran in Occupational Category
Structural Work	25.6
Machine Trades	24.2
Professional/Technical/Managerial	17.7
Clerical and Sales	14.2
Benchwork	7.4
Services	3.9
Miscellaneous	3.3
Processing	3.0
Agricultural/Forestry/Fisheries	0.7
Total Number of Participating Employers	542

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[1] Based on first digit of codes in Dictionary of Occupational Titles, U.S. Department of Labor, Employment and Training Administration, Fourth Edition, 1977.

Note: Totals may not add to 100 percent due to rounding.

Source: Survey of employers approved under EVJTA conducted by Centaur Associates, Inc., between October, 1984 and January, 1985.

Training in numerous sales occupations for various commodities was also provided to veterans under the program.

Within the benchwork category, most training was provided in the assembly and repair of electrical equipment. Other veteran trainees were hired in occupations in the fabrication and repair of wood products, and in the fabrication, assembly, and repair of metal products.

6.6.4 Status of Specific Veterans Hired by Participating Employers Under EVJTA

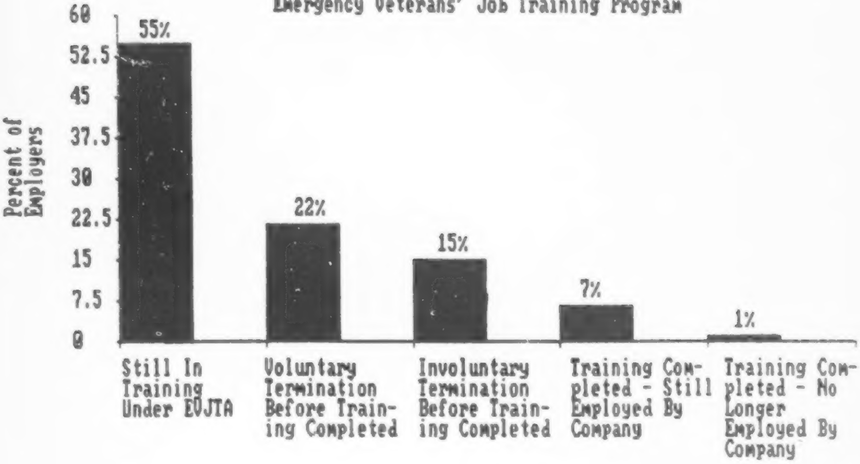
The current status of those veterans who were identified specifically in the survey is displayed in Exhibit 6-26. The specifically identified veterans of slightly over one-half (55 percent) of participating employers were currently in training at the time of the survey. The veterans hired by about 22 percent of participating employers had terminated their training program voluntarily prior to completion of training, and those hired by about 15 percent of participating employers terminated their training program involuntarily prior to completing training. Of the eight percent of employers whose veterans completed their training, most employers (88 percent) still employed the veterans who received training under EVJTA.

The responses from supervisors to questions about specific veteran trainees were largely consistent with responses from employers to questions about veterans trainees in general (see discussion in Section 6.5.1). Larger firms (i.e., those with 20 or more employees) were significantly more likely, in general, to have veterans currently in training than smaller firms (those with fewer than 20 employees) and were more likely also (58 percent) to have the specific veteran currently in training than smaller firms (53 percent). Smaller firms were significantly ($p<.01$) more likely to have specific veteran trainees fail to complete their training programs than larger firms, when the trainee terminated involuntarily. No significant relationship was found between firm size and the likelihood of the veteran voluntarily terminating the training program. However, larger firms were significantly ($p<.01$) more likely to have the veteran successfully complete the training program than smaller firms. No significant relationship was found between firm size and the likelihood of a veteran who had successfully completed training no longer being employed at the company.

As noted above, about 22 percent of the veterans voluntarily left their jobs prior to completion of their training program. About one-third of these left their training positions because they found another job (see Exhibit 6-27). About 22 percent of supervisors were unsure of the reason the veteran had terminated their training program prior to completion of the training period. Another approximately one-third believed the veteran had left voluntarily because of poor performance, because the veteran didn't like the work, or because the veteran had emotional problems. About 10 percent of the veterans who voluntarily left their jobs did so because they moved away from the area where the job was located.

Exhibit 6-26

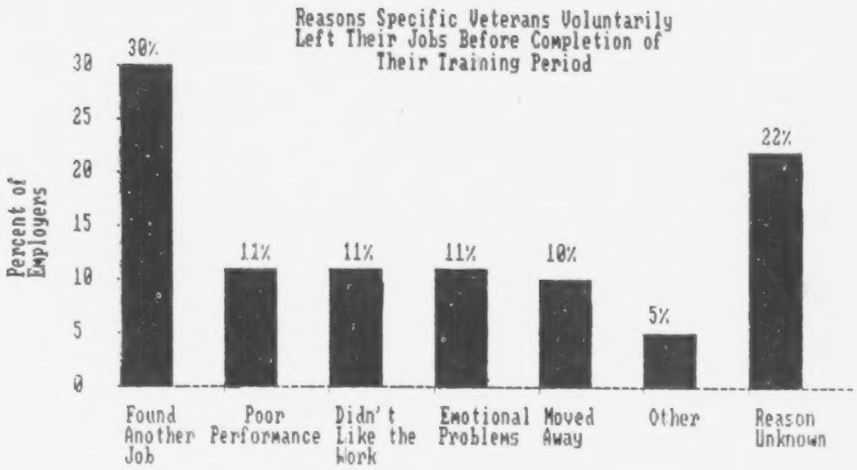
Current Status of Specific Veterans Hired By Participating Employers Under The Emergency Veterans' Job Training Program



Number of Participating Employers - 541

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-27



Number of Participating Employers - 117

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Of the 15 percent of employers who fired the veteran prior to completion of their training program, about one-third did so because the veteran's performance was poor (see Exhibit 6-28). For another 26 percent of employers who fired the veteran, it was indicated that the veteran had attitudinal or emotional problems inhibiting their ability to do a satisfactory job. Another 20 percent of employers let their veterans go because business conditions had slowed down and they could not justify continuing the training program. About 11 percent of the veterans who were involuntarily terminated had unacceptably high absentee records, and about five percent had health problems preventing them from performing the work.

Seven percent of the veterans completed their training program and still were employed by the company where they received training. About one percent of the veterans completed their training program and were no longer with the employer at the time of the survey. Most of these were laid off because business conditions had slowed down. In a few cases, however, supervisors indicated that they fired the veteran after the training was completed because performance was poor or because the veteran had emotional or health problems.

6.6.5 Supervisor Ranking of Job Performance and Assessment of Amount of Training Provided to Specific Veterans Under EVJTA

Supervisors of veterans hired under EVJTA were asked two questions to assess the job performance of the veteran trainees. First, supervisors were asked to rate the job performance of the veteran as excellent, good, fair, or poor. These results are displayed in Exhibit 6-29. Second, supervisors were asked to compare the job performance of the veteran to the job performance of other trainees (see Exhibit 6-30).

Exhibit 6-29 illustrates that, overall, supervisors rank the job performance of specific veterans as at least good, and often excellent. Only about one-fourth indicated that the job performance of the veteran was either fair or poor.

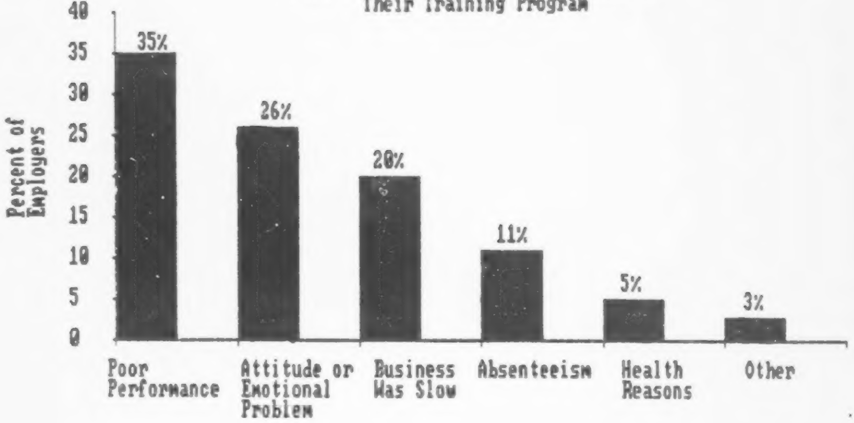
As might be expected, supervisors ranked the performance of veterans who were terminated involuntarily prior to completing their training as poor (43 percent) or fair (21 percent), whereas supervisors of veterans who terminated voluntarily prior to completion of their training had more favorable opinions of the performance of those veterans. The highest rating of job performance was from supervisors of veterans who had successfully completed their training program.

Similar results are displayed in Exhibit 6-30. The job performance of veterans who had been terminated involuntarily was ranked as worse than other trainees by supervisors, whereas those who completed their training and are still employed by the company were ranked as better than other trainees. Veterans still in training under EVJTA were also favorably compared with other trainees.

Opinions of supervisors on the job performance of specific veterans compared to other trainees (shown in Exhibit 6-30) were similar to the opinions of employers on the job performance of all veteran trainees under EVJTA compared to other trainees (shown in Exhibit 6-23). The

Exhibit 6-28

Reasons Specific Veterans Involuntarily Left Their Jobs Before Completion Of Their Training Program

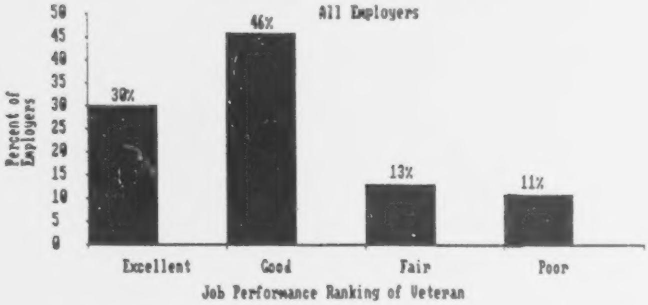


Number of Participating Employers - 80

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

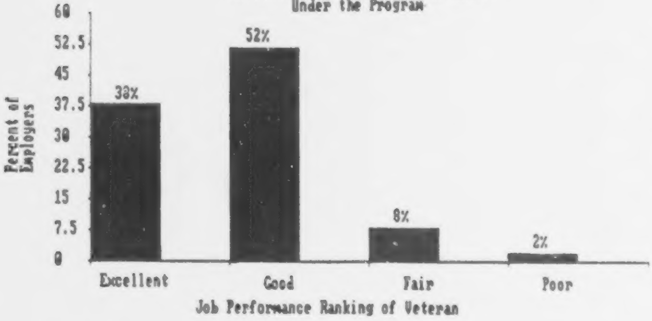
Exhibit 6-29

Supervisor Ranking of the Job Performance of Specific Veterans Hired Under the Emergency Veterans' Job Training Program


All Employers

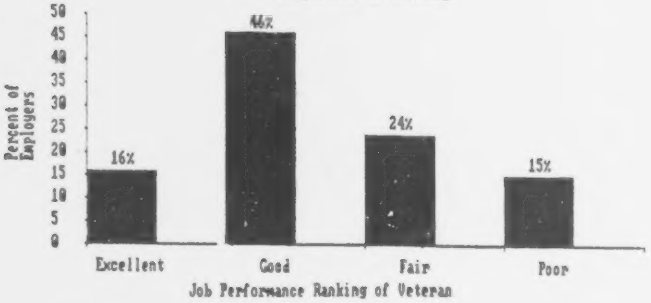
Number of Participating Employers - 536

Employers Whose Veteran Is Still Participating In Training Under the Program



Number of Participating Employers - 294

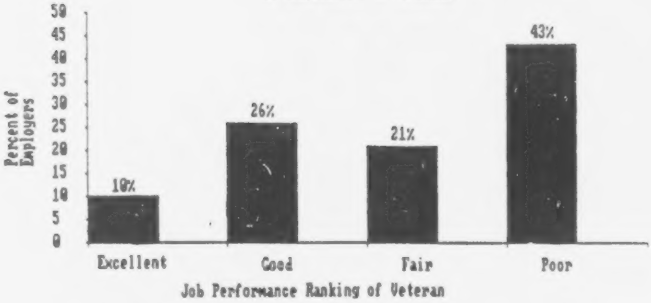
Employers Whose Veteran Terminated Voluntarily Prior To Completion of Training



Number of Participating Employers - 116

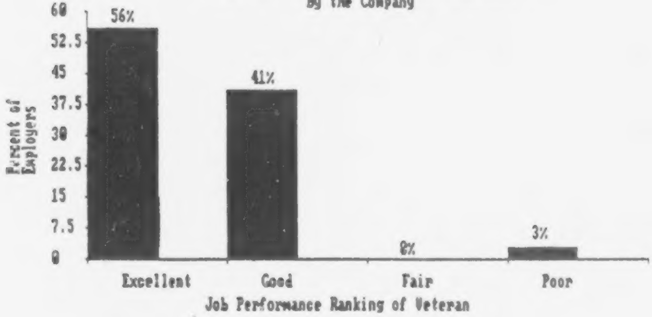
Exhibit 6-29 (Cont.)

Employers Whose Veteran
Terminated Involuntarily Prior
To Completion of Training



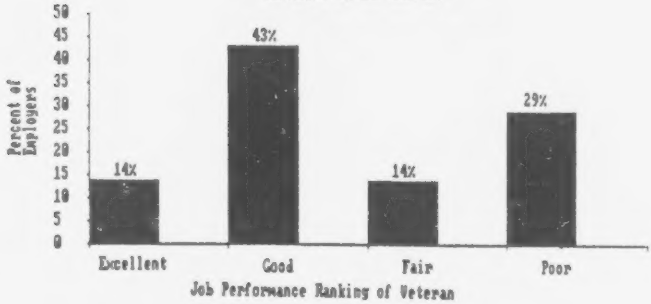
Number of Participating Employers - 80

Employers Whose Veteran
Completed Training and Is Still Employed
By the Company



Number of Participating Employers - 39

Employers Whose Veteran
Completed Training and Is No Longer
Employed by the Company

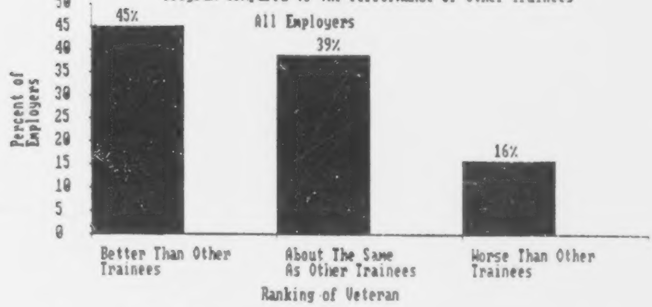


Number of Participating Employers - 7

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

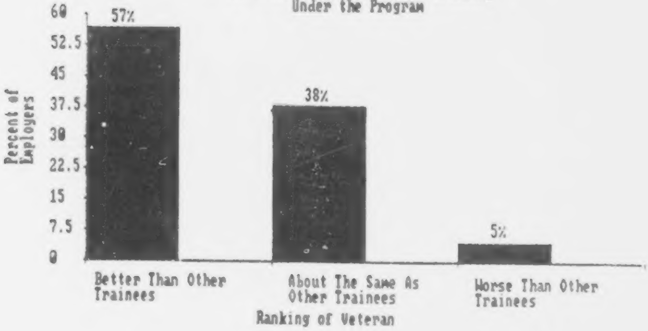
Exhibit 6-30

Supervisor Ranking of the
Job Performance of Specific Veterans
Hired Under the Emergency Veterans' Job Training
Program Compared to the Performance of Other Trainees



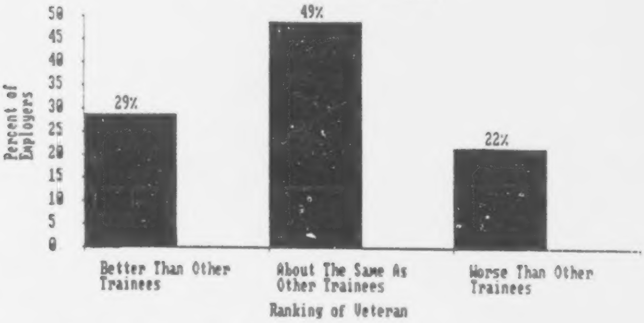
Number of Participating Employers - 534

Employers Whose Veteran
Is Still Participating In Training
Under the Program



Number of Participating Employers - 292

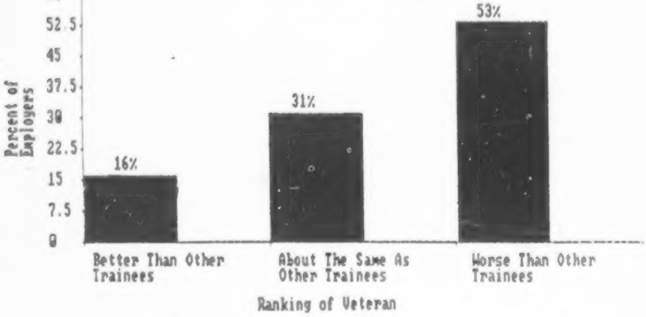
Employers Whose Veteran
Terminated Voluntarily Prior To
Completion of Training



Number of Participating Employers - 116

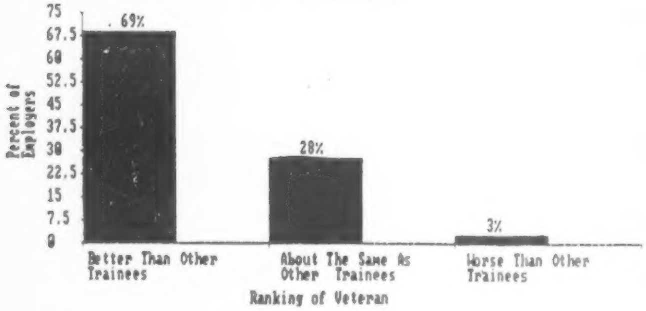
Exhibit 6-30 (Cont.)

Employers Whose Veteran Terminated Involuntarily Prior To Completion of Training



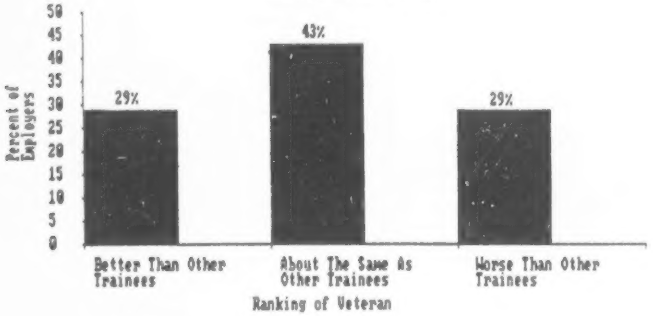
Number of Participating Employers - 80

Employers Whose Veteran Completed Training and Is Still Employed By the Company



Number of Participating Employers - 39

Employers Whose Veteran Completed Training and Is No Longer Employed by the Company



Number of Participating Employers - 7

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

opinions of employers and supervisors were tested and no statistically significant difference was found.[1]

Supervisors were also asked to compare the amount of training provided to veterans with the training received by other trainees in the company who were not in a special training program such as EVJTA. These results are displayed in Exhibit 6-31.

The majority of employers indicated that the specific veterans received about the same amount of training as other trainees with their company who have been trained in similar occupations without the benefit of a special training program. Slightly over one-third of supervisors of all veterans believed the veteran trainees received more training than other trainees regardless of the status of the veteran. The one exception was supervisors of veteran trainees who terminated involuntarily prior to completing their training. These respondents more frequently indicated that veteran trainees received less training than other trainees. Some of the few supervisors who indicated that veteran trainees received less training than other trainees believed that less training was required for veterans under EVJTA because these veterans were more mature or more experienced trainees.

6.7 Overall Employer Impressions of the Program

Several questions in the survey of employers addressed issues related to veteran training programs in general and to EVJTA in particular. The subsections which follow provide the results of the survey on these issues.

6.7.1 Issues Related to Training Programs in General

With regard to training programs in general, employers were asked their preference between programs which provide a direct training cost reimbursement such as EVJTA and programs which provide tax credits such as the Targeted Jobs Tax Credit Program. Employers were also asked to respond as taxpayers on whether they favor continued expenditures of federal funds by the Veterans Administration for veterans' on-the-job training programs such as EVJTA. Finally, employers were asked if they had prior experience in operating training programs for veterans, and particularly whether they had operated an on-the-job program approved by the Veterans Administration for payment of educational benefits to participating veterans.

Preference of Employers in Program Incentives

Most employers with training programs approved under EVJTA responded that a direct training cost reimbursement such as that provided under EVJTA is a more powerful incentive than a tax credit like that provided

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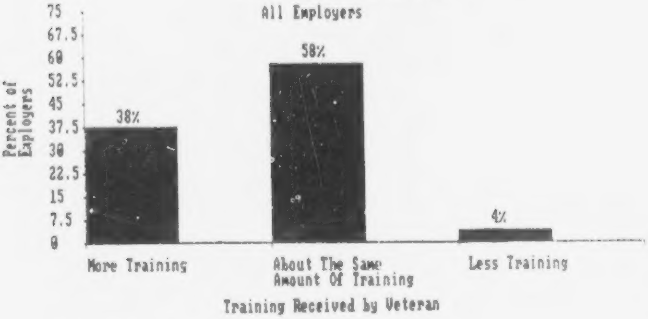
[1] This finding is probably largely attributable to two factors. First, most participating employers have hired only one veteran under EVJTA. Thus, the specific veteran about whom questions were asked would also be the only veteran whose performance was assessed by employers in Exhibit 6-23. Second, in most cases the employer was also the immediate supervisor of the veteran. Hence, the perspectives of the employer and supervisor were the same.

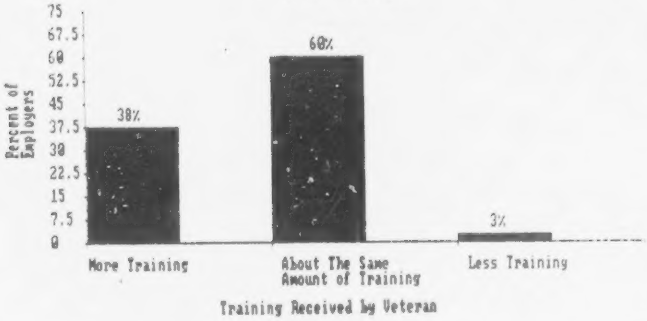
Exhibit 6-31

Amount of Training Provided to Specific Veterans Hired Under the Emergency Veterans' Job Training Program Compared to Other Trainees



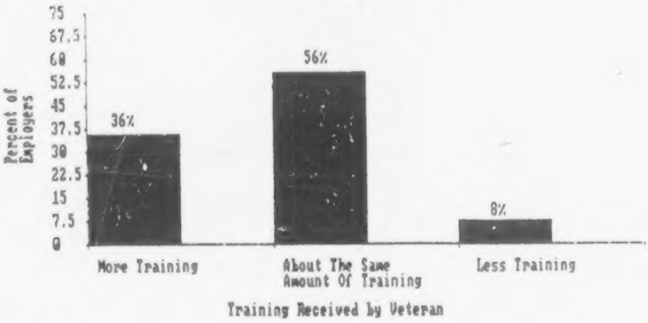
Number of Participating Employers - 533

Employers Whose Veteran Is Still Participating In Training Under the Program



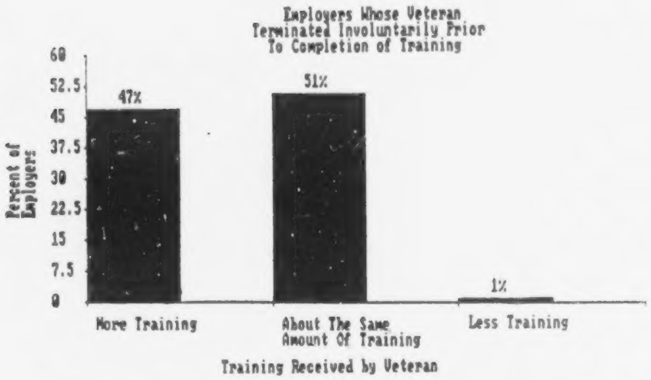
Number of Participating Employers - 292

Employers Whose Veteran Terminated Voluntarily Prior To Completion of Training

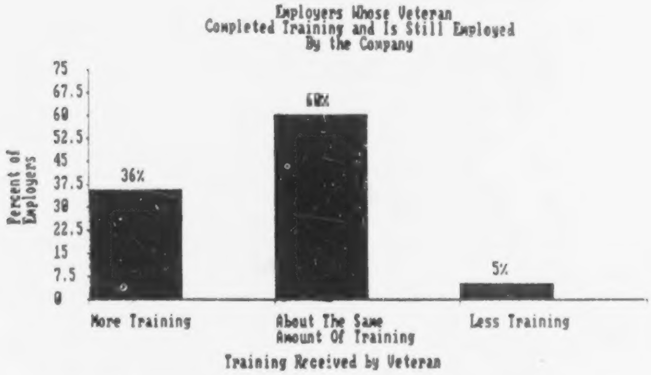


Number of Participating Employers - 117

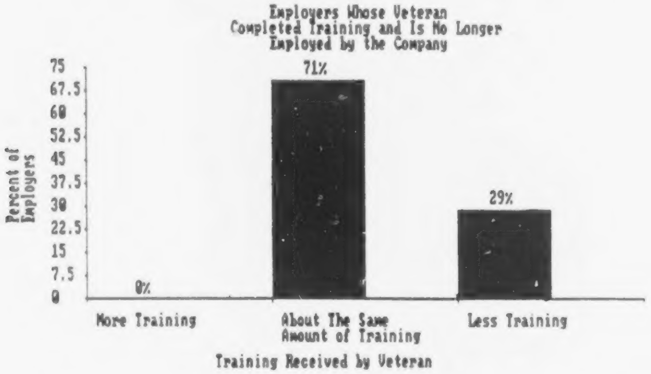
Exhibit 6-31 (Cont.)


Employers Whose Veteran Terminated Involuntarily Prior To Completion of Training

Number of Participating Employers - 78


Employers Whose Veteran Completed Training and Is Still Employed By the Company

Number of Participating Employers - 39


Employers Whose Veteran Completed Training and Is No Longer Employed by the Company

Number of Participating Employers - 7

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

under the Targeted Jobs Tax Credit Program. As shown in Exhibit 6-32, almost two-thirds of participating employers and over one-half of nonparticipating employers prefer a direct training cost reimbursement over a tax credit. Very few employers indicated a preference for a tax credit over a direct reimbursement of costs. However, about 25 percent of participating employers and 36 percent of nonparticipating employers felt that direct reimbursement and tax credits were equally powerful incentives to program participation.

The preference of employers for a direct training cost reimbursement may be an indication of a low profit margin among many of the respondents. Employers who expressed a preference for a direct training cost reimbursement often suggested that their preference may shift toward the tax credit when the company becomes more profitable. Nonprofit companies consistently expressed a preference for a direct cost reimbursement because tax credits would not have any utility for these firms. It is not known what percent of the respondents expressing a preference for direct cost reimbursement were nonprofit companies.

Opinion of Employers as Taxpayers on Continuing Programs Such as EVJTA

A clear majority of both participating and nonparticipating employers indicated that as taxpayers they favor the continuation of Federal expenditures on veteran training programs such as EVJTA. As shown in Exhibit 6-33, 89 percent of participating employers and 85 percent of nonparticipating employers responded as taxpayers in favor of continuing programs such as EVJTA. Only about nine percent of participating employers and 13 percent of nonparticipating employers were opposed to a continuation of Federal funding of veteran training programs similar to EVJTA. Only two percent of employers had no opinion on the subject.

It should be noted that employers are the primary financial beneficiaries of the program. On the other hand, it also may be noted that nonparticipating employers have not received any financial benefits from the program, and the responses of participating and nonparticipating employers are similar. Finally, the opinions of taxpayers other than participating and nonparticipating employers were not obtained on this issue.

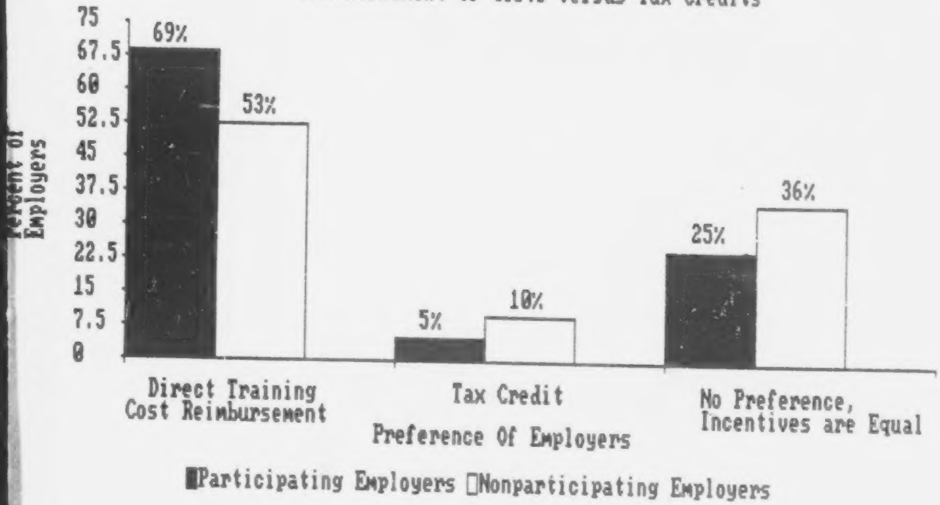
Prior Experience of Employers with Veteran Training Programs

Involvement under EVJTA was the first experience of a majority of employers with training programs for veterans (see Exhibit 6-34). About 88 percent of participating employers and 86 percent of nonparticipating employers indicated that prior to their application for approval of a training program under EVJTA, they had never participated in a training program for veterans.

Twelve percent of participating employers and 15 percent of nonparticipating employers had participated in training programs for veterans prior to applying for approval of a training program under EVJTA. For about two-thirds of these, the prior experience included operation of an

Exhibit 6-32

Preference Of Employers In Government Training Program Incentives: Direct Reimbursement Of Costs Versus Tax Credits



Number of Participating Employers - 523
Number of Nonparticipating Employers - 421

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

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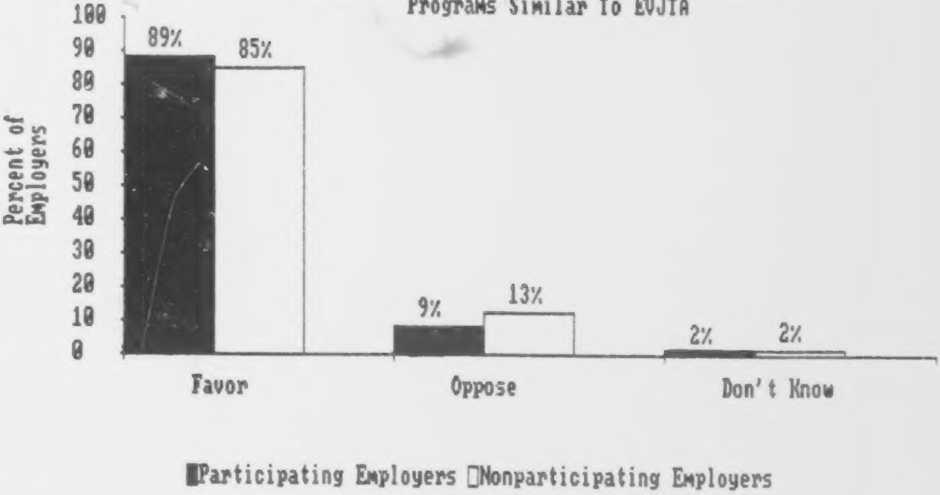
Exhibit 6-33

Opinions Of Employers As Taxpayers On Whether They Would Favor Or Oppose Continued Federal Expenditures For Veteran Training Programs Similar To EVJTA



Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

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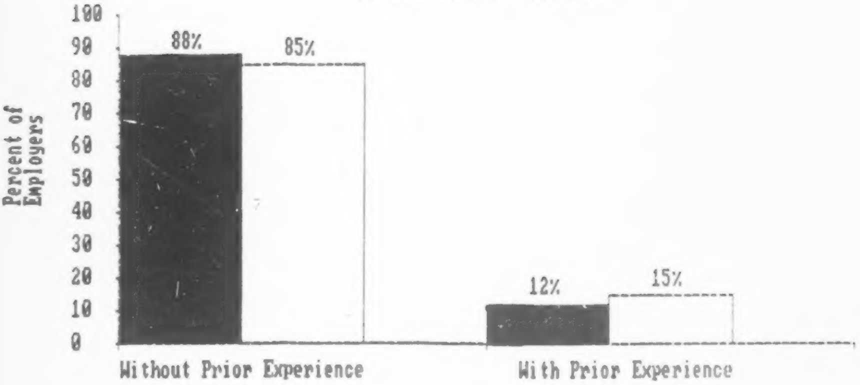
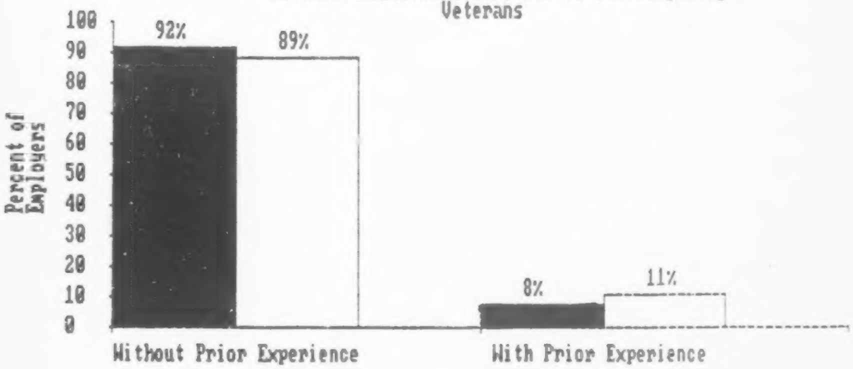
Exhibit 6-34

Prior Experience Of Employers With Veteran Training Programs



Prior Experience Of Employers With Veteran On-The-Job Training Programs In Which The VA Paid Educational Benefits To Participating Veterans



▮Participating Employers ☐Nonparticipating Employers

Number of Participating Employers - 542
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

on-the-job training program approved by the Veterans Administration for payment of educational benefits to participating veterans (see Exhibit 6-34). Thus, overall, about eight percent of participating employers and 11 percent of nonparticipating employers had prior experience in operating an on-the-job training program administered by the VA for payment of educational benefits to participating veterans.

6.7.2 Overall Issues Related to EVJTA

Information regarding EVJTA specifically was obtained from employers in two broad areas. First, employers were asked questions related to their experiences in the mechanics of program participation. These questions included their experiences in obtaining reimbursement of training costs under the program, whether they had been informed that any training cost reimbursement under the program was taxable, and how burdensome they considered the paperwork and processing procedures that were required as part of their participation in EVJTA.

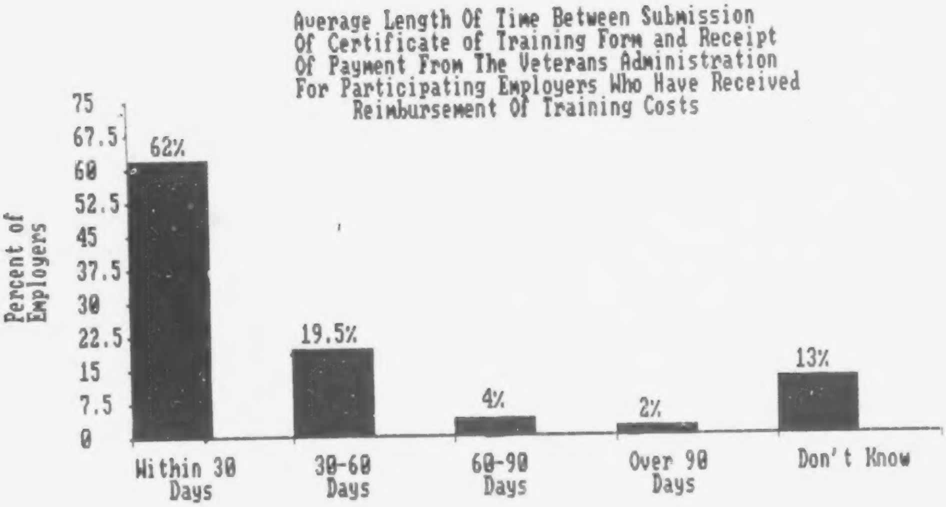
The second broad area of questions on overall issues related to EVJTA addressed the opinions of employers on the success of the program and measures of their overall satisfaction with the program. These issues are discussed in the paragraphs which follow.

Experiences of Employers in Mechanics of Program Participation

In general, employers were favorable in their comments about the mechanics of involvement with EVJTA. Participating employers who had received reimbursment of their training costs at the time of the survey (about three-fourths of participating employers) generally received their reimbursement within 30 days of the time they submitted their Certificate of Training form. As shown in Exhibit 6-35, about 62 percent of participating employers who have received reimbursement under EVJTA have on average received their reimbursement within 30 days of submitting the certificate of training form to the Veterans Administration. About 20 percent indicated that the reimbursement period was between 30 and 60 days and about 13 percent were unsure of the length of time required for reimbursement since this activity was handled in another department of the company. Many of the six percent of participating employers who received their reimbursement in over 60 days indicated that some problem had occurred with their paperwork (e.g., an item was ommitted) and they had to resubmit their Certificate of Training form, thus causing a delay in the reimbursement process.

A relatively small proportion of employers believed that they had been informed that training cost reimbursements paid to employers under EVJTA are taxable. The IRS has determined that EVJTA reimbursements are taxable to employers as income. Consequently, the Veterans Administration has attempted to inform employers of this information, and a directive was sent in June, 1984 to Regional Offices to notify employers with approved training programs of the IRS decision. However, the survey of employers indicated that only about 35 percent of participating

Exhibit 6-35



Average Length Of Time Between Submission Of Certificate of Training Form and Receipt Of Payment From The Veterans Administration For Participating Employers Who Have Received Reimbursement Of Training Costs

Number of Participating Employers - 421

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

employers and 23 percent of nonparticipating employers believed that they had received word directly from the VA that reimbursement they receive under the program is taxable. About one-half of nonparticipating employers and 38 percent of participating employers indicated that they had not been informed of the IRS decision. About 27 percent of employers (both participating and nonparticipating employers) did not know if their companies had been informed about the IRS decision.

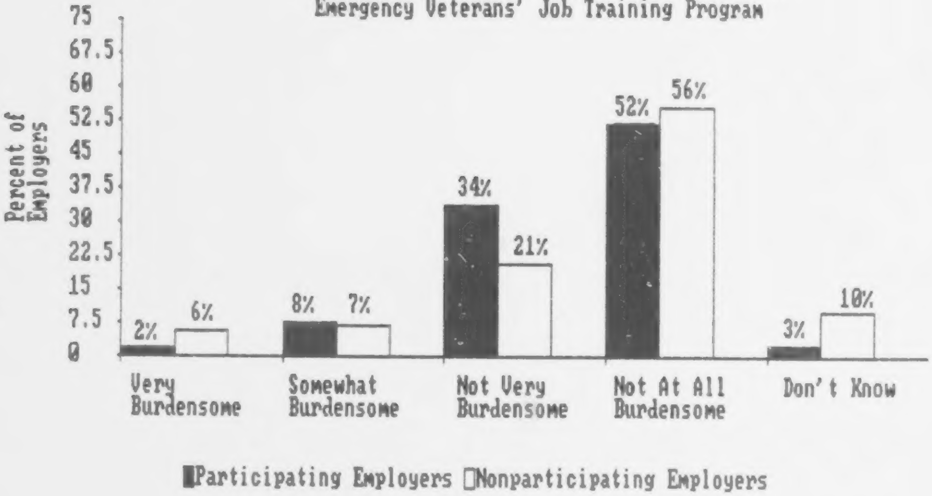
The survey itself, by raising the issue, served to inform many survey respondents about the IRS decision. Of those employers who were not directly told about the IRS decision by the VA, many indicated that they had assumed the reimbursement was taxable and were not surprised at the news. However, about one percent of participating employers became angry upon hearing about the IRS decision. No nonparticipating employers expressed this reaction.

In general, employers responded favorably to questions about the paperwork and processing procedures which were required as part of participation in EVJTA. As shown in Exhibit 6-36, 86 percent of participating employers and 77 percent of nonparticipating employers indicated that the paperwork and processing procedures associated with EVJTA are either not at all burdensome or not very burdensome. Many employers commented that, particularly with the initial paperwork required to obtain approval of the company's training program, a great amount of assistance had been provided by the Employment Service. In some cases, the Employment Service actually completed the initial paperwork for the employers. Others who had earlier reservations about applying for approval of their training program because of a concern about the amount of paperwork that might be required indicated that this concern had not materialized. The majority of employers were favorably impressed with the small burden imposed by the paperwork and processing procedures associated with their involvement in EVJTA.

About 10 percent of participating employers and about 13 percent of nonparticipating employers, however, had some complaint about the paperwork or processing procedures associated with EVJTA. Most of these felt that there simply was too much paperwork involved with the program (some said that any paperwork is too much). Others particularly singled out the initial paperwork as being a burden. These employers appear not to have received the extensive support of the Employment Service in initial paperwork preparation that many other employers experienced. Other complaints mentioned by employers who felt that the paperwork/processing procedures associated with EVJTA were a particular burden covered 1) the time required to get the company's training program approved; 2) the requirement to devise an elaborate training program and specify this program on paper; and 3) the time required to receive reimbursements. Again, however, these comments were made by a small minority of employers.

Exhibit 6-36

Opinion Of Employers On How Burdensome The Paperwork and Processing Procedures Are That Are Required As Part Of Participation in The Emergency Veterans' Job Training Program



Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Opinions on the Success of the Program and Overall Satisfaction with EVJTA

Employers were asked their opinion of the success of EVJTA, based on their experience, in meeting its objective of helping unemployed veterans to make the transition from unemployment to permanent, stable employment. Exhibit 6-37 displays the opinions of employers on the success of EVJTA in meeting this goal.

Because only about nine percent of participating employers had veterans successfully complete their training at the time of the survey, it was impossible for most employers to predict whether the veterans currently in training would remain with their company or another company as permanent, stable employees.[1] However, responses to this question do represent the degree of favor (or disfavor) with which employers regard EVJTA. These comments are not necessarily based on the company's personal experience, but rather in many cases represent the employer's impression of what the program could do for veterans as opposed to what it has done in their firm. Consequently, many employers who had hired veterans that they subsequently fired for poor performance, for example, responded that EVJTA was very successful in meeting its goals. Clearly, these employers had a very favorable impression of the program although the experience of their company was not favorable.

About 57 percent of participating employers indicated EVJTA was very successful in meeting its goals, and another 22 percent felt that the program was somewhat successful. Only about eight percent were negatively disposed toward the program. Most nonparticipating employers (53 percent) expressed no opinion on the success of the program. However, about one-third responded that the program was either very successful or somewhat successful in meeting its goals, even though none of these employers had hired a veteran under EVJTA. About 17 percent of nonparticipating employers were unfavorably disposed toward the program.

Exhibit 6-38 displays two measures of overall satisfaction with EVJTA for participating employers. One measure of the overall satisfaction of employers with EVJTA is whether participating employers have recommended the program to other employers. About one-half indicated that they had recommended EVJTA to other employers. Many of those that had not done so said that they would when the opportunity arose. Others indicated that they have no contact with other employers and thus have no opportunity to recommend the program to others.

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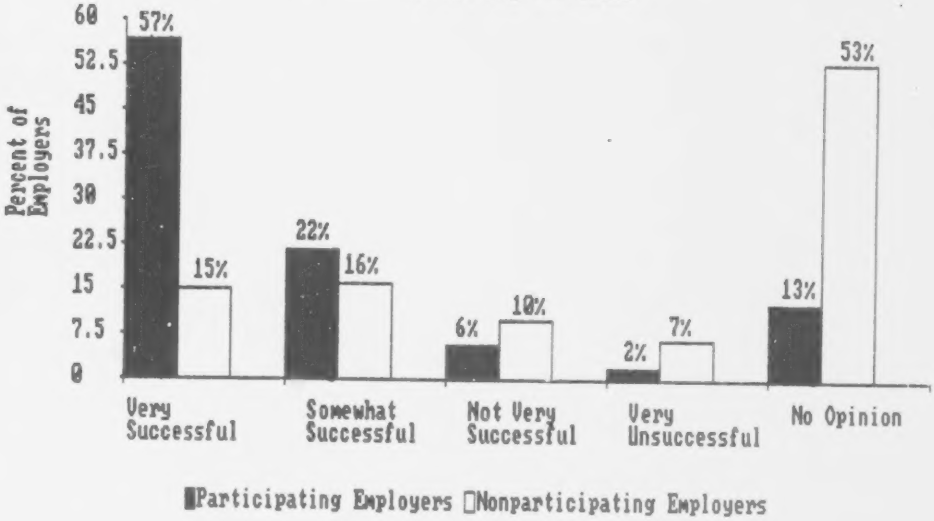
[1] More information regarding the opinions of employers who have had veterans successfully complete their training will be provided by a follow-up survey to be conducted by Centaur Associates, Inc. The survey will involve contacting sampled employers 12 months after the reported completion in order to determine the extent to which veteran participants still are employed by the sampled employers.

Exhibit 6-37

Employer Opinion On The Success Of EVJTA In Meeting Its Goals

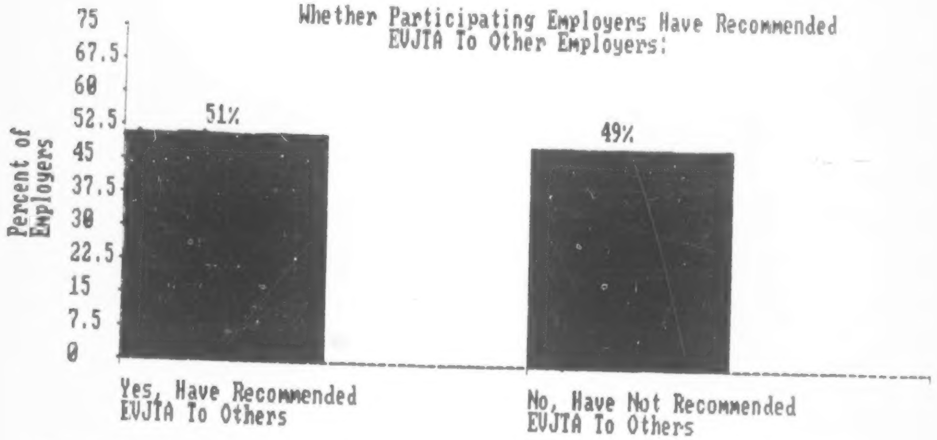


Number of Participating Employers - 543
Number of Nonparticipating Employers - 434

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Exhibit 6-38

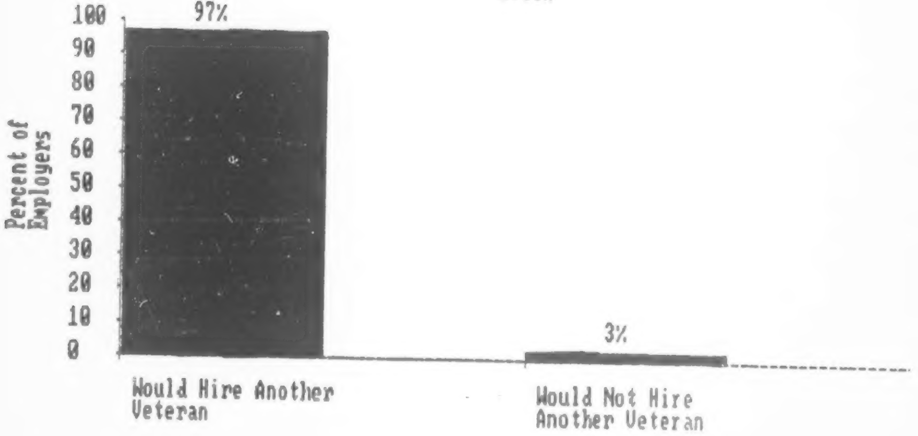
Measures Of Overall Satisfaction Of Employers Participating With EVJTA



Whether Participating Employers Have Recommended EVJTA To Other Employers:

Number of Participating Employers - 540

Whether Participating Employers Would Hire Another Certified Veteran Under EVJTA



Number of Participating Employers - 541

Source: Survey of employers approved under EVJTA, conducted by Centaur Associates, Inc. between October 1984 and January 1985.

Participating employers were also asked if they would hire another certified veteran under EVJTA. Overwhelmingly (97 percent), the response was yes, the employer would hire another certified veteran under the program. Many, however, indicated that although hypothetically they would hire another veteran under the program, they had no job openings so they would not be able to hire another veteran in the foreseeable future.

The degree of enthusiasm for the program exemplified by employers' responses to this question is even more apparent among the responses of employers who had indicated that the overall job performance of veterans hired under EVJTA was worse than that of other trainees (see Exhibit 6-23 and discussion in Section 6.5.2). About 14 percent of participating employers indicated that the overall job performance of veterans hired under EVJTA was worse than that of other trainees. However, 88 percent of these employers indicated that they would hire another certified veteran under EVJTA.

For the approximately three percent of participating employers who would not hire another certified veteran under the program, most cited "administrative" problems with the program such as burdensome paperwork, slow payment of training cost reimbursements and poor prescreening of veteran candidates on the part of the Employment Service. Some felt that the certified veterans could not develop the required qualifications, even with a period of training cost reimbursement. However, only a small minority of employers indicated that they would not hire another veteran under the program.

6.8 Summary of Findings

This section summarizes and highlights the key findings of the survey of employers with training programs approved under EVJTA.

- The majority of employers with training programs approved under EVJTA are small companies, companies that are non-unionized, and companies in the manufacturing, services, construction or retail trade sectors.

The majority of employers (approximately two-thirds) had fewer than 20 employees. The median size of firm for participating employers was 11 employees and for nonparticipating employers was 14 employees. No significant difference was found between participating and nonparticipating employers in their distribution by size of firm. Few employers had any company positions that were unionized. Those positions that were unionized were not likely to be positions in which EVJTA training was offered. Over 80 percent of employers were in manufacturing, services, construction or retail trade. No significant difference existed between the business type of participating and nonparticipating employers.

- Reimbursement of training costs was the most powerful incentive to employers in initiating their involvement under EVJTA.

The majority of employers cited the availability of a training cost reimbursement as the most important reason they applied for approval of their training programs. Other important reasons cited, but to a much lesser extent, were: 1) the opportunity to hire a veteran; 2) the desire to hire and train a worker; and 3) the desire to find mature, qualified applicants. Further, a majority of employers indicated that they would not have applied for approval of their training program if reimbursement of training costs had not been available.

- The Employment Service has played a large role in securing employer involvement in providing training under EVJTA.

The majority of employers initially became aware of EVJTA directly as a result of ES promotional activities or indirectly when ES steered veterans to the doors of the employers. The ES was also the source of the names of certified veteran candidates for a majority of employers. However, employers were less satisfied with the overall job qualifications of veterans referred to them by the ES than they were with veterans referred by other sources.

- Participating employers were provided with more names of potential veteran candidates and interviewed more veterans than nonparticipating employers.

Significant differences existed between participating and nonparticipating employers in their search for qualified, certified veterans to hire under EVJTA. Participating employers were provided with a mean of 5.2 veteran names whereas nonparticipating employers were provided with a mean of 3.3 names of veterans who might be eligible for their training programs. Among participating employers, larger companies were provided with more veteran names than smaller companies. Almost one-third of nonparticipating employers were provided with no veteran names. Participating employers interviewed a mean of 4.2 veterans per company; nonparticipating employers interviewed a mean of 3.3 veterans per company.

- Most participating employers had veterans currently in training at the time of the survey; many had veterans fail to complete their training; and few had veterans successfully complete their training.

About two-thirds of participating employers had veterans currently in training at the time of the survey. Most of these had only one veteran in training. About 40 percent of participating employers had veterans fail to complete their training under EVJTA. And only about nine percent of participating employers had veterans successfully complete their training under EVJTA. Most of the successful completers, however, were still employed by the company where they had received training.

- Significant differences were found between large and small employers and the status of veterans they hired under EVJTA.

Relatively larger companies (those with 20 or more employees) were more likely to have veterans currently in training than smaller companies (those with fewer than 20 employees). Large companies were also more likely than smaller companies to have veterans who had successfully completed their training programs under EVJTA (at the time of the survey). Smaller companies were more likely than larger companies to have veterans fail to complete their training (voluntarily or involuntarily).

- Most participating employers would have hired the veterans employed under EVJTA with or without the possibility or reimbursement of training costs under EVJTA.

However, it was not clear that the employers would have been successfully matched with veteran trainees without their involvement in EVJTA.

- Most nonparticipating employers made no offers to hire a veteran under EVJTA.

About one-third of nonparticipating employers offered to employ a veteran under EVJTA but the offer was turned down by the veteran. About two-thirds made no offers to hire a veteran under EVJTA. The reason most frequently cited by nonparticipating employers for not making an offer to a veteran was that the training program did not or had not yet become active or operational. Other major reasons cited were: 1) that the identified veterans could not meet the employers' minimum qualifications for training; and 2) that no certified veterans had been identified.

- Most supervisors ranked the job performance of veteran trainees from good to excellent.

The only major exception was supervisors of veterans who had been fired.

- Employers had strongly favorable impressions of EVJTA whether or not they hired a veteran in their training program.

The majority of employers responded that the program was successful in meeting its goal of helping unemployed Korean Conflict and Vietnam era veterans to make the transition from unemployment to permanent, stable employment. This favorable impression was shared by many employers who had experiences with veterans they fired for poor performance. Few employers were burdened by the paperwork and processing procedures required as part of their involvement with EVJTA, and participating employers reported a relatively short period for reimbursement of their training costs. Overwhelmingly, participating employers indicated that they would hire another veteran under EVJTA, if they had an opening.

APPENDIX A

REGRESSION EQUATIONS FOR MULTIVARIATE ANALYSIS OF PARTICIPATION

APPENDIX A

REGRESSION EQUATIONS FOR MULTIVARIATE ANALYSIS OF PARTICIPATION

This appendix is organized within four sectons. The first section presents model considerations and structure for an individual-based model. The second and third sections describe two aggregate models addressing various aspects of participation. The fourth section presents a map depicting the three overall VA administrative regions.

The Individual-Based Probability of Participation Model

The goal was to model the probability of participation on the basis of several measurable variables. Let P be the probability of participation. This variable is coded so that it equals 1 if the individual is a participant and zero if a nonparticipant. The most commonly used technique for estimating multivariate models is "ordinary least squares" regression. However, when the dependent variable is dichotomous (one and zero), this approach is inappropriate since it leads to serious econometric problems. One of the most commonly used of the apropriate alternatives is the logit method of regression.' This method is used here.

In equation (1) below, the basic individual-based model is presented in standard notation.

(1) P = f (YRSED, AGE, APPDATE, APPDATE2, U, LASTEMP, DISAB)

These variables are described in Exhibit A-1. It is useful to discuss the expected relationship between each of these variables and the probability of participation, holding the other variables constant.

The variable YRSED is years of schooling. As shown in Exhibit 3-1, participants have a slightly greater number of years of schooling than nonparticipants. In general, holding other factors constant, years of education would positively affect the probability of participation for several reasons. As was alluded to above, employers and program administrators may tend to cream and select the most trainable and employable in the applicant pool. Education tends to be positively correlated with general skills, ability, and motivation and thus makes it more likely that the certified applicant will have followed through with this program and actually be selected.

There is also some reason to expect that education could be negatively related to participation. Consider linkages A and C described in Exhibit 3-5 in Chapter 3 of this report. Individuals with more education would tend to have better options in the labor market, holding other factors constant. This would lessen the probability that an eligible veteran would apply for the program in the first place and

Exhibit A-1

Definition of Variables Used in Individual-Based Regressions

P =	Participation Status[1]	"1" if participant, "0" otherwise
SEX =	Sex[1]	"1" = male, "0" = female
AGE =	Age[2]	Age in years
YRSED =	Education[1]	Years of schooling
DISAB =	Disability[1]	Percent disabled
LASTEMP =	Last Substantial Employment[1]	Months since last substantial employment (employment of 6 months duration or more)
APPDATE =	Date of Application[1]	Date of initial application for a certificate of eligibility
APPDATE2 =	Date of Application Squared	
U =	Unemployment[3]	Unemployment rate at individual's residence month prior to time of application

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[1] Source: Target Benefits Delivery System (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration.

[2] Source: Beneficiary Identification and Record Locator Subsystem (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration.

[3] Source: Bureau of Labor Statistics, Local Area Unemployment Statistics (July, 1983 through September, 1984), U.S. Department of Labor: 1984.

accept a training slot (choose to participate) in the second place. This probably has its biggest influence on linkage A and thus cannot be observed since there is no comparison data on nonapplicants who select themselves out of the program. For those who have decided to apply, the alternative opportunities effect (linkage C) is probably relatively weak. Therefore, it is expected that the net influence of education on the probability of participation is positive.

The variable AGE is age of the veteran in years (as of application date). This variable could pick up both positive and negative influences on participation. On the positive side, older applicants will have had a chance to obtain more civilian work experience and appear more job-ready than younger, less experienced applicants (through linkage D). Also, older applicants are less likely to be Vietnam era veterans and may in general be less likely to be subject to any employer bias against veterans which may exist.

On the negative side, younger applicants are more likely to benefit from training since they have more years for potential payoff to the training investment (a plus for linkages A, C and D) and they may be viewed by employers as being more trainable because of their age and their later vintage of education (a plus for linkage C). Furthermore, program operators may target slots for Vietnam era veterans as a policy implementation decision. This would be picked up as a negative effect of age on participation. On balance, it is likely that the negative effects of age on participation are dominant and that younger applicants are more likely than older applicants to be program participants.

The variables APPDATE and APPDATE2 are based on an index of months applied for program ranging from one (November, 1983) to 13 (November, 1984). On the face of it, one might expect that those who applied earlier in the life of the program would be more likely to have been participants by November 30, 1984. Earlier applicants would have been in the queue longer and if other factors are held constant, the "early bird would catch the worm."

However, it is unlikely that relevant other factors were held constant. For example, over some range, there may have been start-up inefficiencies with program operation which disappeared or lessened after a period of learning. This would probably mean that VA office and ES office coordination was established and improved over time and the number of potential employers contacted, approved, and willing to participate also rose over time (linkages B and D). Reinforcing this is the possibility that the initial applicants were heavily represented by the most disadvantaged in the applicant pool who had fewest labor market alternatives (linkage A).

To capture these patterns, the months index (APPDATE) was entered in the regressions itself with the square of the month index (APPDATE2). The prediction is that those who applied very early in the life of the program will be less likely to be participants by November 30, 1984 than those who applied after a few months of program operation; but beyond some point, later applicants would be less likely to be participants than those applying in the middle months of the program. Thus, participation rises as the months index rises for a while and then falls. This is picked up mathematically by a quadratic form (APPDATE and the square of APPDATE or APPDATE2) where a positive sign is expected on APPDATE and a negative sign on APPDATE2 reflects the negative relationship beyond some point. While this is a fairly complex relationship, it is useful to consider in terms of program operations.

The variable U is the unemployment rate of the county or SMSA of residence of the applicant during the month prior to application to the program. The expected influence of unemployment as a proxy for local labor market conditions is complex, as was mentioned earlier. On the one hand, slack labor market conditions would be expected to lead to fewer employers in the applicant pool due to their overall lack of labor demand (linkage B). Also given that an employer applies, desire to participate may also be negatively affected by poor labor market conditions (linkage D). Furthermore, since the variable is linked to the applicant's residence, higher unemployment may be associated with the likelihood that the applicant is a minority group member and thus faces certain disadvantages (e.g., information flows, discrimination) which may lower the probability of participation (linkages C and D). Since race is an unmeasured variable, this influence could be picked up in U.

On the other hand, higher unemployment could raise the probability of participation. Slack economic conditions suggest fewer alternative opportunities in local labor markets and raises the number of people applying and willing to accept a training slot (linkages A and C). Furthermore, the quality of the applicant pool is likely to rise as unemployment becomes greater and so employers might be more likely to apply (linkage B) and be willing to participate (linkage D) given their observation or assumption that the pool of applicants contains relatively trainable and employable applicants.

On balance, it is difficult to predict which of these conflicting influences of unemployment on participation dominates. However, it should be noted that the low participation rate in this program seems to be closely related to lack of total training slots and this would be negatively related to unemployment.

The variable LASTEMP is the number of months since last substantial employment of the certified applicant. Unless program operators were to place great emphasis on those with significant labor market difficulties, it is likely that this variable will be negatively related to participation. Those with less recent stable employment may be perceived by employers to be less trainable and employable (linkage D). Also, to the extent that minorities have less employment stability, this variable will pick up some of the likely negative influence of minority status on participation.

The variable DISAB is a dummy variable taking the value of one if the person had a 30 percent or more disability and coded zero otherwise. A positive sign on this variable implies that those with disability of 30 percent or above have a high probability of participation, while a negative sign implies that those with the 30 percent or above disability have a lower probability of participation. Again here the effect is an empirical question. The negative sign might be expected, since individuals with a disability may be precluded from entering certain jobs (linkage C) and may not be acceptable to employers (linkage D). A positive sign might be expected, since those with 30 percent or more disability are a targeted group within the EVJTA program and thus may be more likely to be matched with an employer by program administrators and will receive additional training treatment. The net effect is an empirical question.

The Certification Model

The VA office-based data yielded two basic models. The first, summarized in equation (2), captures the number of certified applicants.

(2) NCERT = f (MU, NVK)

The variables employed in the two office-based models are presented in Exhibit A-2. In equation (2), the number of certified applicants at a VA office (NCERT) is a function of the mean unemployment rate in the area served by the VA office (MU) and the number of (eligible) Korean Conflict and Vietnam era veterans in the area (NVK). Both of these are expected to be positive influences on the number of certified applicants. Obviously, the greater the number of potential applicants, the greater the number of certified applicants (linkage A in Exhibit 3-5). Furthermore, when viewed across offices, areas where eligible veterans face slack economic conditions are more likely to apply for the program since their labor market alternatives are fewer (linkage A).

The Participation Model

The second VA office-based model is summarized in equation (3).

(3) NP = f (MU, NVK, NCERT, MLASTEMP, MYRSED)

Equation (3) has as the dependent variable the number of participants at a VA office as a function of the area unemployment rate (MU), the number in the Korean Conflict and Vietnam era population in the VA office area (NVK), the number of certified veterans (NCERT), the mean months since last substantial employment (MLASTEMP), and the mean years of education (MYRSED). The empirical results are discussed in Chapter 3.0.

Exhibit A-2

Definitions of Variables Used in VA Office-Based Regressions

NP = Number of Participants in each VA Office[1]

NCERT = Number of Certified Applicants in each VA Office[1]

MU = Average Unemployment Rate at each VA Office (averaged over certified individuals at each office and based on the residence of the individual)[2]

NVK = Vietnam and Korean Veterans Population for each VA Office (coded in thousands)[3]

MLASTEMP = Mean Months Since Last Substantial Employment (averaged over certified applicants at each VA office)[1]

MYRSED = Mean Years of Education (averaged over certified applicants at each VA office)[1]

---

[1] Source: Target Benefits Delivery System (as of November 30, 1984), Department of Veterans Benefits, Veterans Administration.

[2] Source: Bureau of Labor Statistics, Local Area Unemployment Statistics (July, 1983 through September, 1984), U.S. Department of Labor: 1984.

[3] Source: Office of Information Management and Statistics, Veteran Population September 30, 1984, Veterans Administration: 1984.

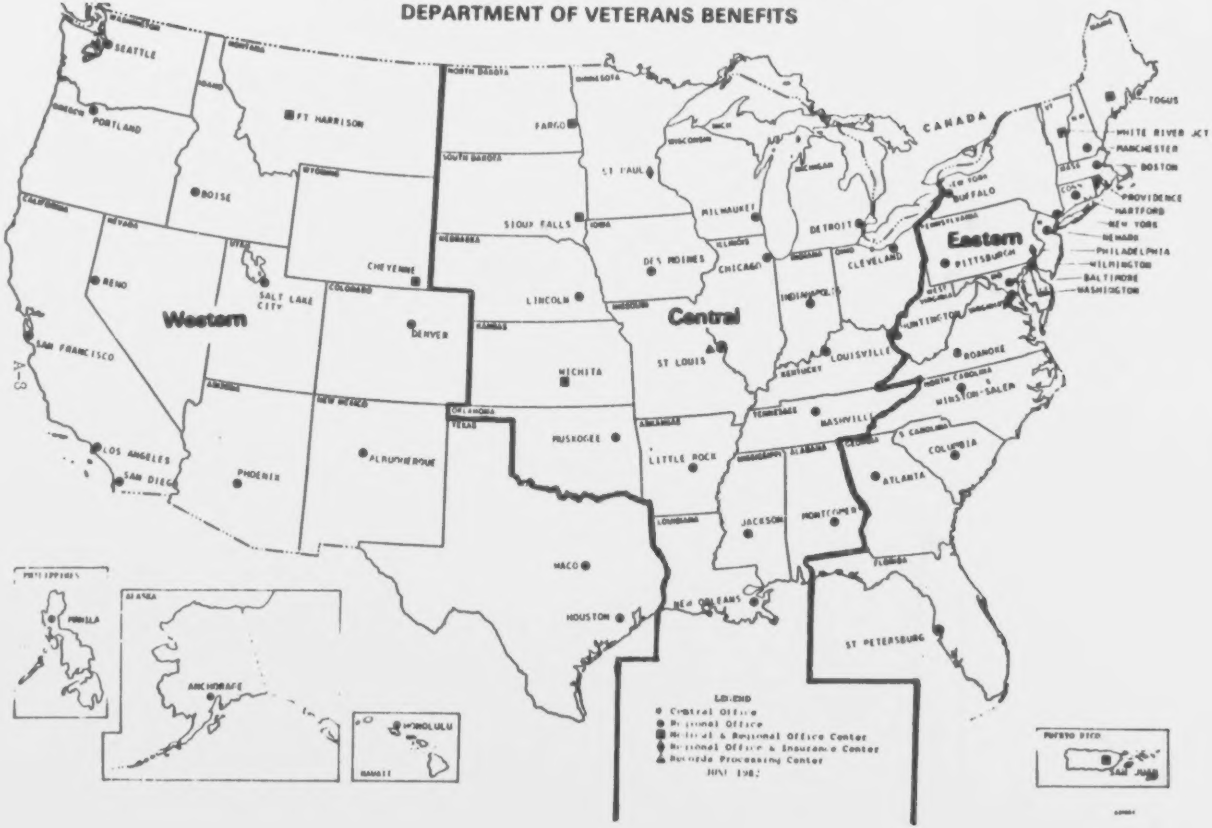
Map of the VA Regions

Exhibit 3-3 in Chapter 3 presents data for the VA's three overall administrative regions. These regions also are referenced at other points throughout this report. Exhibit A-3 is a map which depicts these three overall VA regions.

Exhibit A-3

VETERANS ADMINISTRATION

DEPARTMENT OF VETERANS BENEFITS


Western
Central
Eastern
CANADA
SEATTLE
PORTLAND
BOISE
FT HARRISON
RENO
SALT LAKE CITY
CHEYENNE
DENVER
SAN FRANCISCO
LOS ANGELES
SAN DIEGO
PHOENIX
ALBUQUERQUE
FARGO
SIOUX FALLS
ST PAUL
LINCOLN
WICHITA
MUSKOGEE
WACO
HOUSTON
DES MOINES
ST LOUIS
LITTLE ROCK
NEW ORLEANS
JACKSON
MILWAUKEE
CHICAGO
DETROIT
INDIANAPOLIS
LOUISVILLE
NASHVILLE
MONTGOMERY
ATLANTA
ST PETERSBURG
CLEVELAND
BUFFALO
PITTSBURGH
HUNTINGTON
ROANOKE
WINSTON-SALEM
COLUMBIA
TOGUS
WHITE RIVER JCT
MANCHESTER
BOSTON
PROVIDENCE
HARTFORD
NEW YORK
NEWARK
PHILADELPHIA
WILMINGTON
BALTIMORE
WASHINGTON
PHILIPPINES
MANILA
ALASKA
ANCHORAGE
HONOLULU
HAWAII
PUERTO RICO
SAN JUAN
LEGEND
Central Office
Regional Office
Medical & Regional Office Center
Regional Office & Insurance Center
Records Processing Center
JUNE 1982

APPENDIX B

PROCEDURES FOR SELECTING THE CASE STUDY SITES VISITED

Appendix B

The selection of nine VA Regional Offices was made using several criteria to achieve a representative sample of the 57 VA Regional Offices. Five criteria were applied to each office in the purposive sample selection process: number of certified veterans placed in EVJTA-approved jobs as of September 29, 1984; total number of Korean Conflict/Vietnam era veterans estimated to be residing in the area; unemployment rate for July 1984; location according to VA Region (Eastern, Central, or Western); and location in economic/geographic "subzones" of VA Regions (e.g., the VA Eastern Region may be said to consist of the New England, Mid-Atlantic and Southeast areas).

The sampling approach first required calculating a performance measure to yield the proportion of veterans placed in jobs through the program in relation to the total potentially eligible veteran population in each Regional Office. Because there are no figures for number of unemployed veterans from the EVJTA-designated periods of active duty, to say nothing of those unemployed for 15 out of the last 20 weeks, the VA figures for total Korean/Vietnam veteran population were used as a general indicator of the potentially eligible population. Placement figures from each Regional Office are received on a weekly basis by the VA Central Office. Cumulative data as of the end of September were used to measure placements. The performance measure ratings were calculated by dividing the placements by the potentially eligible population. These measures were then rank-ordered and stratified by high-low performance.

The unemployment rate, as defined and calculated by the Bureau of Labor Statistics (BLS), was obtained for each VA Regional Office. In those cases where the Regional Office boundaries differ from state boundaries, contractor staff collected data on number of unemployed in civilian labor force for each substate-level unit (usually county, sometimes city) included in the particular Regional Office jurisdiction. These substate-level data were aggregated to yield an unemployment rate for the office. July 1984 figures were used because they were the most recent BLS data available during the site selection process. In similar fashion to the performance measure ratings, the unemployment rates were rank-ordered and divided into four categories, which represent low, low-middle, upper-middle and high unemployment rates.

The 57 VA Regional Offices then were arrayed in an eight-cell matrix that grouped offices according to high-low performance on placements in relation to one of the four unemployment rate categories. One office was selected from each of seven cells, and two offices from the eighth cell, to obtain the total of nine offices. In selecting these offices, contractor staff sought representation across the VA Regions, across the economic/geographic subzones of the VA Regions, and across the size distribution of the VA Regional Offices as measured by the size of the potentially eligible veteran population.

APPENDIX C

INTERIM RESULTS OF INTERVIEWING AND STATISTICAL PROPERTIES OF THE ESTIMATES FOR THE VETERAN SURVEY

Exhibit C-1

Interviewing Results of December-February Sample

	Number	Percent
Total Sample	1,777	100.0
Interview Completed	1,042	58.6
Cases at Pending Status	93	5.2
Unable to Locate	429	24.1
No Telephone Number Available from VA or Directory Assistance	154	8.7
Refusal	4	.2
Physically Unable to Participate	4	.2
Breakoff/partial Data	10	.6
Other*	41	2.3

*Incarcerated, out of country, did not return callback, etc.

The statistical estimates presented in this report are based upon data from stratified samples of veterans. Individual veterans were included in the samples with varying probabilities of selection, depending upon their program participation status, date entering the program, and geographic location. The veterans sample deviate considerably from a self-weighting sample (approximately 1 of 6 participants and 1 of 75 nonparticipants were selected). Therefore, properly weighted analyses must be used in order to obtain unbiased estimates. The analyses of veteran data presented in this report are weighted using the inverses of the selection probabilities, with no adjustments for nonresponse.

In order to evaluate the statistical precision of the estimates for veterans, generalized tables of relative standard errors (RSEs) were produced. The RSE of an estimate is simply the standard error of the estimate expressed as a percentage of the estimate. Approximate RSEs were calculated as follows:

1) First, the respondent sample file was subset to the following major analysis domains: total participants, participants completing program, participants still enrolled in training, participants dropped out, and nonparticipants.

2) Next, for each of these analysis domains, the effect of unequal weighting, or Design Effect (DEFF), on the estimated standard errors was computed as

$$DEFF(d) = [N(d)(\sum_{i \varepsilon d} W_i^2) \div (\sum_{i \varepsilon d} W_i)^2]^{\frac{1}{2}}, \text{ where}$$

$n(d)$ = number of responding sample cases for analysis domain-d; and

W_i = sampling weight for respondent-i.

3) Then, approximate standard errors for domain-d sample based estimates of proportions, $\hat{P}$, were computed as

$$\widehat{SE}(\hat{P},d) = DEFF(d) \cdot [\hat{P} \cdot (1-\hat{P})/n(d)]^{\frac{1}{2}}.$$

4) Relative standard errors (RSEs) for estimated proportions of domain-d respondents were computed as:

$$RSE(\hat{P},d) = \widehat{SE}(\hat{P},d)/\hat{P}.$$

These RSEs are presented in Exhibit C-2

5) Finally, generalized RSEs for estimated program dropout rates for participant subpopulations (e.g., race, age, etc.) of various sizes were developed and are presented in Exhibit C-3.

Exhibit C-2 contains approximate RSEs, for the five domains of study mentioned in (1) above, for various estimated proportions. For example, suppose it is estimated that .75 or 75 percent of completers had a certain characteristic. Then, from Exhibit C-2, one can read that this statistic (0.75) has a RSE of 4.0 percent.

Exhibit C-3 contains approximate RSEs, expressed in percentage terms, for proportions or rates for program participant subpopulations of various sizes, from 10 to 500. Specifically, these RSEs apply to the estimated program dropout rates computed for participant subgroups of interest. The table is entered with a specific subgroup sample size, the denominator of the estimated proportion or rate, and the RSE is read from the appropriate line for that rate. For example, a RSE of 21.6 percent would apply for an estimated dropout rate of 30 percent for a participant subpopulation of 50 sample cases.

Exhibit C-2

Relative Standard Errors (Percent) of Estimated Proportion, $\hat{P}$, for Major Analysis Domains

Estimated Proportion ($\hat{P}$)	Analysis Domain				
	Total Participants	Completers	Still Training	Dropouts	Nonparticipants
0.05	19.4	30.3	59.3	28.2	21.2
0.10	13.3	20.9	40.8	19.4	14.6
0.15	10.6	16.6	32.4	15.4	11.6
0.20	8.9	13.9	27.2	12.9	9.8
0.30	7.7	12.0	23.6	11.2	8.4
0.35	6.1	9.5	18.5	8.8	6.6
0.40	5.4	8.5	16.7	7.9	6.0
0.45	4.9	7.7	15.0	7.2	5.4
0.50	4.4	7.0	13.6	6.5	4.9
0.55	4.0	6.3	12.3	5.9	4.4
0.60	3.6	5.7	11.1	5.3	4.0
0.65	3.3	5.1	10.0	4.8	3.6
0.70	2.9	4.6	8.9	4.2	3.2
0.75	2.6	4.0	7.9	3.7	2.8
0.80	2.2	3.5	6.8	3.2	2.4
0.85	1.9	2.9	5.7	2.7	2.1
0.90	1.6	2.5	4.8	2.3	1.6
0.95	1.0	1.6	3.1	1.5	1.1

Exhibit C-3

Relative Standard Errors of Estimated Program Dropout Rates for Participant Subpopulations

Rate Estimate (Percent)	Participant Subpopulation Sample Size						
	10	20	30	50	100	200	500
	Relative Standard Error (Percent)						
5	137.8	97.5	79.6	61.6	43.6	30.8	19.5
10	94.9	67.1	54.8	42.4	30.0	21.2	13.4
15	75.3	53.2	43.5	33.7	23.8	16.8	10.7
20	63.3	44.7	36.5	28.3	20.0	14.1	8.9
25	54.8	38.7	31.6	24.5	17.3	12.3	7.8
30	48.3	34.2	27.9	21.6	15.3	10.8	6.8
35	43.1	30.5	24.9	19.3	13.6	9.6	6.1
40	38.7	27.4	22.4	17.3	12.3	8.7	5.5
45	35.0	24.8	20.2	15.6	11.1	7.8	4.9
50	31.6	22.4	18.3	14.1	10.0	7.1	4.5
55	28.6	20.2	16.5	12.8	9.1	6.4	4.1
60	25.8	18.3	14.9	11.6	8.2	5.8	3.7
65	23.2	16.4	13.4	10.4	7.3	5.2	3.3
70	20.7	14.6	12.0	9.3	6.6	4.6	2.3
75	18.3	12.9	10.5	8.2	5.8	4.1	2.6
80	15.8	11.2	9.1	7.1	5.0	3.5	2.2
85	13.3	9.4	7.7	5.9	4.2	3.0	1.9
90	10.5	7.5	6.1	4.7	3.3	2.4	1.5
95	7.3	5.1	4.2	3.2	2.3	1.6	1.0

APPENDIX D

DETAILED TABULATIONS OF INTERIM RESULTS OF THE VETERAN SURVEY

Table 1

Characteristics of Military Service of Applicants
(percent)

	Participants	Nonparticipants
Total Population	3,102 (509)[1]	37,626 (504)[1]
Branch of Service	(509)[1]	(504)[1]
Army	49.9	54.9
Air Force	18.5	16.2
Navy	20.6	16.7
Marines	10.4	11.9
Coast Guard	0.6	0.3
Era of Service	(509)	(504)
In Korea	6.5	10.2
During, but not in Korea	14.0	14.9
In Vietnam	36.7	34.2
During, but not in Vietnam	41.9	39.7
Other	1.0	1.1
Average Length of Service (years)	5.0 (508)[1]	5.1 (504)[1]
Rank at Discharge	(503)	(502)
Commissioned Officer	2.2	1.4
Noncommissioned Officer	41.6	38.2
Enlisted Person	56.3	60.3
Ever Used GI Bill	(509)	(504)
Yes	66.1	64.3
No	33.9	35.7
Service Related Disability	(509)	(504)
Yes	9.3	11.5
No	90.7	88.5

[1] The number of cases on which the estimates are based. All estimated values are weighted. Percents may not sum to 100.0 due to rounding. These comments apply to all tables in this appendix.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 2
Demographic Characteristics of Applicants
(percent)

	Participants	Nonparticipants
Age	(509)	(504)
25 to 29	6.7	4.5
30 to 34	24.2	22.0
35 to 39	32.4	33.8
40 to 44	13.6	12.9
45 or older	23.2	26.7
Race	(506)	(500)
Black	13.5	25.0
White	80.3	69.8
Hispanic	4.7	3.8
American Indian or Alaskan Native	1.4	1.4
Asian or Pacific Islander	0.2	0.1
Marital Status	(507)	(502)
Married	66.3	61.8
Widowed	0.8	0.7
Divorced	17.4	15.4
Separated	3.7	5.6
Never Married	11.8	16.5
Any Disability that Restricts Work	(504)	(500)
Yes	17.3	17.1
No	82.7	82.9

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 3

Work Force, Training, and Educational Characteristics of Applicants (percent)

	Participants	Nonparticipants
Average Number of Years in Labor Force	14.4 (508)	15.7 (500)
Proportion of Time Spent Unemployed While in Labor Force (%)	18.1 (505)	20.2 (498)
Completed OJT Prior to Program	(507)	(504)
Yes	15.1	14.4
No	84.6	85.6
Ever Participated in JTPA	(506)	(502)
Yes	1.8	2.3
No	98.2	97.7
Education	(509)	(504)
Less than High School	7.1	10.5
High School	33.8	33.7
Trade or Technical Past High School	13.8	14.3
Some College	27.1	29.0
Two-Year College Graduate	8.5	4.5
Four-Year College Graduate +	9.8	8.0

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 4

Pre-Program Labor Market Experiences of Applicants
(average number of months)

	Participants	Nonparticipants
Length of Time Between:		
Last Full Time Job and Application	27.6 (503)	34.3 (498)
Last Job of Any Kind And Application	20.5 (506)	25.2 (498)
Application and Employment under JTPA	1.6 (467)	[1]
Application and Next Job of Any Kind	[1]	6.5 (493)

[1] Not applicable.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 5
Sources of Applicant Information About EVJTA
(percent by source)

	First Source		Other Sources	
	Participants	Nonparticipants	Participants	Nonparticipants
Total	(508)	(500)	(508)	(500)
Friend or Relative	6.3	9.9	4.9	4.9
Newspaper, Radios, TV	21.5	20.5	8.1	9.5
Local Office of Employment Service	51.4	49.0	5.1	5.3
Veterans Administration (Not at ES)	7.1	10.0	3.3	1.0
Other Veterans Organization	4.1	3.7	1.4	1.7
An Employer	3.5	0.3	1.0	0.1
Other	6.1	6.7	3.2	1.4

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 6

Employment Service/Program Interaction of Applicants
(percent)

	Participants	Nonparticipants
Number of Times Contacted ES	(509)	(504)
None	32.4	20.1
1 to 5	33.2	35.1
6 to 10	15.3	19.4
11 to 15	8.5	8.9
16 or more	10.8	16.6
Number of Times Contacted by ES	(507)	(504)
None	52.9	72.4
1	22.5	13.8
2	10.8	6.3
3	5.0	1.6
4	2.6	1.6
5	2.6	1.1
6 or more	3.2	4.4
Number of Employers Learned About	(489)	(504)
None	16.1	66.3
1	48.5	13.0
2	13.0	7.3
3	8.5	3.5
4	4.6	1.6
5	2.3	2.7
6 or more	6.9	5.8
Number of Employers Contacted	(489)	(504)
None	22.2	75.0
1	52.5	11.7
2	10.9	5.5
3	5.5	2.8
4	2.6	1.0
5	2.4	1.4
6	3.9	3.5

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 7

Applicants' Satisfaction with Services Received (percent)

	Participants	Nonparticipants
Information and Assistance		
Expected Service	100	100
Received Service	100	100
Level of Satisfaction for Those Who Expected and Received Service	(507)	(490)
- Very Satisfied	59.5	31.4
- Somewhat Satisfied	28.7	31.7
- Somewhat Dissatisfied	5.5	15.3
- Very Dissatisfied	5.9	18.9
Job Placement Services		
Expected Service	(501) 54.8	(501) 77.1
Received Service	(279) 68.1	(384) 15.0
Level of Satisfaction for Those Who Expected and Received Service	(189)	(58)
- Very Satisfied	57.9	26.3
- Somewhat Satisfied	29.5	50.0
- Somewhat Dissatisfied	6.8	15.9
- Very Dissatisfied	5.3	7.8
Vocational Counseling or Testing[1]		
Asked for Service	(504) 19.1	(494) 27.3
Received Service	(97) 46.4	(137) 36.8
Level of Satisfaction for Those Who Expected and Received Service	(44)	(48)
- Very Satisfied	48.9	41.2
- Somewhat Satisfied	28.9	21.0
- Somewhat Dissatisfied	8.9	13.6
- Very Dissatisfied	11.1	19.4

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[1] Vocational counseling services were provided both by the Veterans Administration and the Employment Service. For identification of the source of vocational counseling services provided, and the level of satisfaction with each source refer to Table 9.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 8

Applicants' Satisfaction with Services Received
(percent)

	Participants	Nonparticipants
Job Placement Services	(501)	(501)
Expected Service	54.8	77.1
Received Service[1]	37.3	11.6
Level of Satisfaction		
- Very Satisfied	21.6	3.1
- Somewhat Satisfied	11.0	5.8
- Somewhat Dissatisfied	2.5	1.8
- Very Dissatisfied	2.0	0.9
Vocational Counseling or Testing[1]	(504)	(494)
Asked for Service	19.1	27.3
Received Service	8.9	10.0
Level of Satisfaction		
- Very Satisfied	4.4	4.1
- Somewhat Satisfied	2.6	2.1
- Somewhat Dissatisfied	0.8	1.4
- Very Dissatisfied	1.0	1.9

[1] Vocational counseling services were provided both by the Veterans Administration and the Employment Service. For identification of the source of vocational counseling services provided, and the level of satisfaction with each source refer to Table 9.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 9

Applicants' Satisfaction[1] With Counseling or Testing, by Provider of Service

Provider	Participants	Nonparticipants
Employment Service	3.2 (26)	2.8 (24)
Veterans Administration	2.6 (10)	2.8 (18)
Both	3.9 (6)	3.6 (3)
Other	2.0 (1)	3.1 (4)

[1] Satisfaction is scaled as follows: 4-very satisfied; 3-satisfied; 2-dissatisfied; 1-very dissatisfied.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 10
Program Outcome Rates Within Military Service Categories
(row percentages)

	Cases[1]	Completers	Remainers	Dropouts
Total Population	(504)[1]	1,268	332	1,471
Total Percent	(504)[1]	41.3	10.8	47.9
Branch of Service				
Army	(251)	37.9	11.1	51.0
Air Force	(92)	48.9	9.8	41.3
Navy	(102)	41.2	11.8	47.1
Marines	(53)	45.3	9.4	45.3
Era of Service				
In Korea	(33)	45.5	21.2	33.3
During, but not in Korea	(71)	43.7	11.3	45.1
In Vietnam	(183)	39.9	10.4	49.7
During, but not in Vietnam	(209)	40.2	9.6	50.2
Average Length of Service (years)		5.9 (206)[1]	5.5 (54)	5.2 (240)[1]
Rank at Discharge				
Commissioned Officer	(11)	45.5	18.2	36.4
Noncommissioned Officer	(208)	44.9	10.2	44.9
Enlisted Persson	(282)	38.0	11.1	50.9
Ever Used GI Bill				
Yes	(330)	42.1	9.1	48.8
No	(170)	40.0	14.1	45.9
Service-Related Disability				
Yes	(47)	29.8	10.6	59.6
No	(457)	43.0	10.7	46.3

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[1] The number of cases used to estimate the values.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

TABLE 11
Program Outcome Rates Within Demographic Categories
(row percentages)

	Cases	Completers	Remainers	Dropouts
Total	(504)	41.3	10.8	47.9
Age				
25 to 29	(34)	38.2	17.7	44.1
30 to 34	(119)	37.8	9.2	52.9
35 to 39	(163)	41.7	9.8	48.5
40 to 44	(67)	37.3	7.5	55.2
45 or older	(118)	47.5	13.6	39.0
Race				
Black	(67)	17.8	11.9	70.2
White	(401)	45.1	10.5	44.4
Hispanic	(22)	45.5	18.2	36.4
American Indian or Alaskan Native	(7)	42.9	0.0	57.1
Marital Status				
Married	(331)	46.2	11.5	42.3
Widowed	(4)	25.0	0.0	75.0
Divorced	(87)	31.0	8.1	60.9
Separated	(18)	11.1	5.6	83.3
Never Married	(59)	39.0	11.9	49.2
Disability that Restricts Work				
Yes	(85)	32.2	11.5	56.3
No	(419)	43.8	10.5	45.7

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 12
Program Outcome Rates Within Education, Training, and Labor Force Categories
(row percentages)

	Cases	Completers	Remainers	Dropouts
Average Number of Years in Labor Force		14.8 (206)	15.4 (54)	13.9 (240)
Proportion of Time Spent Unemployed While in Labor Force (%)		17.0 (205)	16.7 (54)	19.1 (238)
Completed OJT Prior to Program				
Yes	(76)	34.2	11.8	54.0
No	(423)	42.6	10.6	46.8
Education				
Less than High School	(36)	41.7	11.1	47.2
High School	(171)	46.8	10.5	42.7
Trade or Technical Past High School	(69)	24.6	23.2	52.2
Some College	(133)	42.9	6.0	51.1
Two-Year College Graduate	(42)	35.7	14.3	50.0
Four-Year College Graduate +	(50)	47.7	4.6	47.7

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 13

Pre-Program Labor Market Experiences of Participants
(average number of months)

	Completers	Remainers	Dropouts
Length of Time Between:			
Last Full Time Job and Application	22.5 (206)	27.5 (53)	32.2 (236)
Last Job of Any Kind And Application	19.0 (206)	19.0 (54)	21.9 (238)
Application and Employment under EVJTA	1.5 (193)	2.0 (52)	1.6 (219)

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 14

Employment Service/Program Interaction of Participants

(percent)

	Completers	Remainers	Dropouts
Number of Times Contacted ES	(206)	(54)	(240)
None	37.2	27.8	30.0
1 to 5	34.3	33.3	32.5
6 to 10	15.0	18.5	13.8
11 to 15	6.3	5.6	10.8
16 or more	7.3	14.8	12.9
Number of Times Contacted by ES	(206)	(54)	(240)
None	55.3	51.0	49.4
1	21.8	31.4	21.5
2	10.7	5.9	11.8
3	4.4	7.8	5.1
4	3.4	2.0	2.1
5	0.5	0.0	4.6
6 or more	3.9	2.0	5.5
Number of Employers Learned About	(206)	(54)	(240)
None	24.6	22.2	14.6
1	46.8	48.2	45.9
2	8.9	11.1	16.3
3	8.9	7.4	7.7
4	3.9	3.7	5.2
5	2.0	0.0	3.0
6 or more	4.9	7.4	7.3
Number of Employers Contacted	(206)	(54)	(240)
None	29.6	24.1	16.4
1	53.7	51.9	53.5
2	7.9	11.1	13.8
3	4.9	5.6	6.5
4	1.5	3.7	3.5
5	0.5	0.0	2.6
6 or more	2.0	3.7	3.9

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 15

Participants' Satisfaction with Services Received
(percent)

	Completers	Remainers	Dropouts
Information and Assistance			
Expected Service	100	100	100
Received Service	100	100	100
Level of Satisfaction for Those Who Expected and Received Service	(205)	(54)	(240)
- Very Satisfied	67.2	57.4	53.3
- Somewhat Satisfied	25.6	33.3	30.4
- Somewhat Dissatisfied	3.4	7.4	7.1
- Very Dissatisfied	2.9	1.9	9.2
Job Placement Services			
Expected Service	(202) 46.5	(54) 63.0	(237) 61.6
Received Service	(94) 68.1	(34) 64.7	(146) 69.9
Level of Satisfaction for Those Who Expected and Received Service	(64)	(22)	(101)
- Very Satisfied	73.4	59.1	48.0
- Somewhat Satisfied	18.8	36.4	35.3
- Somewhat Dissatisfied	4.7	4.6	7.8
- Very Dissatisfied	3.1	0.0	7.8
Vocational Counseling or Testing[1]			
Asked for Service	(207) 13.5	(52) 20.4	(237) 23.7
Received Service	53.6 (28)	81.8 (11)	35.1 (57)
Level of Satisfaction for Those Who Expected and Received Service	(15)	(9)	(20)
- Very Satisfied	46.7	55.6	50.0
- Somewhat Satisfied	40.0	22.2	20.0
- Somewhat Dissatisfied	6.7	11.1	0.0
- Very Dissatisfied	6.7	11.1	15.0

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[1] Vocational counseling services were provided both by the Veterans Administration and the Employment Service. For identification of the source of vocational counseling services provided, and the level of satisfaction with each source refer to Table 9.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 16

Participants' Satisfaction with Services Received (percent)

	Completers	Remainers	Dropouts
Job Placement Services	(202)	(54)	(237)
Expected Service	45.4	63.0	64.0
Received Service	30.7	40.8	44.7
Level of Satisfaction			
- Very Satisfied	22.5	24.1	21.5
- Somewhat Satisfied	5.8	14.8	15.8
- Somewhat Dissatisfied	1.4	1.9	3.5
- Very Dissatisfied	1.0	0.0	3.5
Vocational Counseling or Testing[1]	(207)	(52)	(237)
Asked for Service	13.5	20.4	23.8
Received Service	7.2	16.7	8.4
Level of Satisfaction			
- Very Satisfied	3.4	9.3	4.2
- Somewhat Satisfied	2.9	3.7	1.7
- Somewhat Dissatisfied	0.5	1.9	0.0
- Very Dissatisfied	0.5	1.9	1.3

[1] Vocational counseling services were provided both by the Veterans Administration and the Employment Service. For identification of the source of vocational counseling services provided, and the level of satisfaction with each source refer to Table 9.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 17
Program Outcome Rates Within Referral Source Categories
(row percentages)

	Cases	Completers	Remainers	Dropouts
Source that Led to Employment				
Job Service	(249)	33.7	11.3	55.0
Vets Organization	(29)	31.0	6.9	62.1
An Employer	(19)	36.8	10.5	52.6
Relative or Friend	(32)	51.6	9.7	38.7
Found it on Own	(143)	51.4	11.3	37.3

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 18
Program Outcome Rates Within Training Program Experience Categories
(row percentages)

	Cases	Completers	Remainers	Dropouts
Amount of Time Training was Actually Received (average number of hours)		29.3 (200)	30.8 (53)	19.5 (232)
Weeks Training was Actually Received		23.5 (202)	29.3 (52)	8.2 (230)
Program Wages (per week)		$266.53	$254.61	$235.90
Type of Business				
Manufacturing	(136)	36.8	9.6	53.7
Services	(184)	40.8	13.6	45.7
Retail Trade	(78)	42.3	11.5	46.2
Construction	(39)	38.5	7.7	53.9
Something Else	(63)	54.0	4.8	41.3
Expected Occupational Training				
Managerial and Professional	(64)	54.7	7.8	37.5
Technicians and Related Support	(25)	56.0	16.0	28.0
Sales	(42)	52.4	7.1	40.5
Administrative Support, Including Clerical	(19)	73.7	0.0	26.3
Private Household	(0)	-	-	-
Protective Service	(29)	48.3	17.2	34.5
Other Service	(24)	33.3	25.0	41.7
Farming, Forestry and Fishing	(5)	0.0	0.0	100.0
Precision Production, Craft and Repair	(166)	33.7	9.0	57.2
Machine Operators, Assemblers and Inspectors	(81)	34.6	11.1	54.3
Transportation and Material Moving	(13)	23.1	30.8	46.2
Handlers, Equipment Cleaners, Helpers and Laborers	(10)	50.0	10.0	40.0
Actually Trained for That Occupation		(204)	(52)	(239)
Yes		89.5	84.6	58.2
No		10.5	15.4	41.8

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 19

Participants' Satisfaction[1] with Program

	Completers	Remainers	Dropouts
	(206)	(54)	(240)
Overall Index	3.1	2.9	2.1
Training	3.2	2.8	2.2
Supervision	3.2	3.2	2.3
Opportunity For Advancement	2.9	2.8	2.0
Pay	2.8	2.6	2.2

[1] Satisfaction is scaled as follows: 4-very satisfied; 3-satisfied; 2-dissatisfied; 1-very dissatisfied.

Table 20

Dropouts' Reasons for Leaving Program

Reason	(percent)
	240
Found Better Job	16.5
Not What Expected	21.8
Health, Family, or Personal Reason	5.8
Laid Off/Business Closed	30.6
Fired	11.2
Other	4.1

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 21

Post-Program Experiences of Applicants
(percent)

	Participants	Nonparticipants
Current Labor Force Status	(508)	(504)
Employed Full-Time	72.2	41.0
Employed Part-Time	2.4	11.4
Fulltime Student	1.6	4.8
Unemployed	21.5	37.5
Doing Something Else	2.4	5.3

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 22

Post-Program Experiences of Participants
(percent)

	Completers	Remainers	Dropouts
Current Labor Force Status	(207)	(54)	(240)
Employed Full-Time	85.0	98.2	55.8
Employed Part-Time	1.9	1.8	2.9
Fulltime Student	0.0	0.0	2.9
Unemployed	11.6	0.0	34.6
Doing Something Else	1.5	0.0	3.8

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 23

Current Use of Training by Participants
(percent)

	All Participants	Completers	Remainers	Dropouts
Total	(501)	(207)	(54)	(240)
Not Employed	25.2	13.0	0.0	41.3
Still With Same Employer	42.7	73.9	100.0	3.0
Different Employer	32.2	13.1	0.0	55.8
Same Occupation	4.2	4.4	0.0	5.0
New Occupation	28.0	8.7	0.0	50.8
Use Skills Regularly	2.6	1.5	0.0	4.2
Use Skills Sometimes	5.0	2.4	0.0	8.3
Never Use Skills	20.4	4.8	0.0	38.3

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

Table 24

Current Earnings, Wages, and Hours of the Employed, by Participant Status

	Nonparticipants	Completers	Remainers	Dropouts
Earnings Per Week	$277 (249)	$313 (171)	$282 (53)	$309 (128)
Wages Per Hour	$6.93 (249)	$7.04 (171)	$6.52 (53)	$7.12 (128)
Hours Per Week	38.9 (249)	44.3 (171)	43.0 (53)	42.6 (128)

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

APPENDIX E

DETAILED RESULTS FROM MULTIVARIATE REGRESSION ANALYSIS OF EMPLOYMENT OUTCOMES FOR EVJTA APPLICANTS

Detailed Results From Multivariate Regression Analysis of Interim Veterans' Survey

In the preliminary analysis described in this report, five dimensions of employment related outcomes have been analyzed using simple bivariate and multivariate techniques. The measures have included: earnings for all veterans, averaging the actual values for employed veterans with zero values for unemployed veterans; the probability of being employed; earnings per week for employed veterans; hourly wage rates for employed veterans; and hours worked per week for employed veterans.

The bivariate procedures have compared average values for program participants with those for nonparticipants. These values are not adjusted for the different characteristics of the two groups.

A multivariate analysis has been performed because it is possible that simple differences in employment outcomes between the two groups may be due to different characteristics of the two groups that may also be related to outcome. For example, it is argued that employers hiring workers for on the job training programs hire the candidates with the best qualifications. These individuals may have the best prospects for getting employment whether or not they participate in the training program. Consequently, it would not be clear whether better employment outcomes for participants is solely due to their training, to their more desirable characteristics, or to both factors. Multivariate regression analysis estimates the independent contribution of participant characteristics, and their participation in the program to employment outcomes.

Weighted ordinary least squares has been used in the analysis. Because different sampling rates were used to select participants and nonparticipants for the survey. Differential sampling rates were used because it was decided to survey approximately equal numbers from the two groups. Weighted regression routines must be used with such data sets to accurately measure coefficients and standard errors.

Five different regressions have been estimated, one for each outcome variable. The outcome variables have been regressed against a set of variables that are hypothesized to affect employment outcomes. These include variables that indicate: amount or nature of veteran interaction with the EVJTA program; prior employment experiences; education and demographic characteristics; and experiences in the military service. Definitions of the variables are in the following table. The same explanatory variables have been used in each of the five regressions, in order to reveal the contribution of each factor to each of the outcomes.

The results of the regressions are presented in the accompanying Exhibit. Each regression constitutes a column in the exhibit, and is labeled at the top of the column. The explanatory, or independent, variables are listed on the left side of the table. Coefficients and the ("t" statistics), respectively, for the explanatory variables are found in the table, beneath the appropriate heading, and opposite the variable of interest.

The regressions have been run using all observations that had appropriate values for all variables used in the regression. Some observations have been excluded from analysis at this stage because they were out of the scope of the analysis. For example, there were 54 program participants who indicated they had not yet completed training at the time of the interview. They were excluded since the objective of this analysis is to compare employment outcomes following the period of participation. Similarly, there were 29 individuals that were selected for interview as nonparticipants that became participants after sample selection. They also were excluded from the regression analysis.

Two sets of five regressions each have been run in order to first compare outcomes for all program participants with nonparticipants, and then to compare program completers and dropouts with nonparticipants. The two sets of regression findings are in the next two tables. A number of different regression specifications were tested in order to test for problems like multicollinearity, the impact of including program remainers and switchers in the regression, and to examine the robustness of the variables representing program impacts. Only the final regressions are reported in the accompanying tables.

DEFINITION OF VARIABLES USED IN ANALYSIS OF PROGRAM OUTCOMES

Variable Name   Definition

PROGRAM OUTCOME AND EXPERIENCES

Part: a dummy variable indicating participating veterans (1/0).

Compl: a dummy variable indicating participating veterans that reported they had completed their training program (1/0).

Drop: a dummy variable indicating participating veterans that reported they did not complete their training program (1/0).

Calles: the number of times the veteran called the ES for employment leads.

Escallu: the number of times the ES called the veteran with employment leads.

Emplrs: the number of participating employers the veteran learned about.

EDUCATIONAL ATTAINMENT (highest)

Hsg: a dummy variable indicating veterans that graduated from high school (1/0).

Vtec: a dummy variable indicating veterans that had completed at least 6 months of vocational/technical training beyond high school (1/0).

Scol: a dummy variable indicating veterans with some college (1/0).

Col2: a dummy variable indicating veterans with a 2 year college degree (1/0).

Col4: a dummy variable indicating veterans with a 4 year college degree (1/0).

LABOR MARKET EXPERIENCES

Expciv: years of active participation in the labor force.

Tuemp: months between last full time job that lasted 6 months and application to EVJTA program.

Percun2: proportion of time in labor force spent unemployed.

Disab: a dummy variable indicating veterans with work disabilities not related to their military service (1/0).

RACE

Black: a dummy variable indicating black veterans. It is equal to "1" for blacks, "0" otherwise.

Hisp: a dummy variable indicating hispanic veterans (1/0).

MARITAL STATUS

Div: a dummy variable indicating divorced veterans (1/0).

Sep: a dummy variable indicating separated veterans (1/0).

Nevm: a dummy variable indicating veterans never married (1/0).

EXPERIENCES IN THE MILITARY

Expmil: years of active duty in the service.

Airf: a dummy variable indicating veterans of the Air Force (1/0).

Navy: a dummy variable indicating veterans of the Navy (1/0).

Marine: a dummy variable indicating veterans of the Marine Corps (1/0).

Ncom: a dummy variable indicating highest rank of veterns (1/0).

Career: a dummy variable indicating veterans that have served 20 or more years in the military (1/0).

Gibill: a dummy variable indicating veterans that have previously used the G.I. Bill (1/0).

Kera: a dummy variable indicating veterans that served during, but not in Korea (1/0).

Ksvc: a dummy variable indicating veterans that served in Korea (1/0).

Vnera: a dummy variable indicating veterans that served during, but not in Vietnam (1/0).

Vnsvc: a dummy variable indicating veterans that served in Vietnam (1/0).

Dissvc: a dummy variable indicating veterans with service related disabilities (1/0).

Results of Multivariate Regression Analysis of EVJTA Outcomes
Coefficients ('t' statistics) for each Regression
Comparing All Participants to Nonparticipants

	All Veterans		Employed Veterans Only		
Variable	Earnings per Week	Employment Rate	Earnings per Week	Wage Rate per Hour	Hours of Work per Week
PART[1]	49.77	0.091	32.95	0.173	4.147
	(2.18)[b]	(1.50)	(1.62)	(0.41)	(2.85)[a]
BLACK	-83.85	-0.207	-58.11	-1.09	-1.128
	(-5.29)[a]	(-4.90)[a]	(-3.28)[a]	(-3.01)[a]	(-0.89)
HISP	32.09	0.050	11.33	0.47	-0.819
	(1.00)	(0.57)	(0.39)	(0.79)	(-0.39)
DIV	-64.85	-0.067	-77.30	-1.87	-2.839
	(-3.84)[a]	(-1.49)	(-4.41)[a]	(-5.19)[a]	(-2.26)[b]
SEP	-26.42	-0.193	83.77	0.86	2.243
	(-0.95)	(-2.63)[a]	(2.20)[b]	(1.09)	(0.82)
NEVM	-61.15	-0.042	-69.07	-1.17	-4.533
	(-3.26)[a]	(-0.85)	(-3.55)[a]	(-2.93)[a]	(-3.26)[a]
HSG	-33.60	0.070	-130.60	-1.83	-5.737
	(-1.53)	(1.19)	(-5.06)[a]	(-3.45)[a]	(-3.11)[a]
VTEC	-1.04	0.099	-85.63	-0.95	-6.835
	(-0.04)	(1.47)	(-2.96)[a]	(-1.59)	(-3.30)[a]
SCOL	-0.68	0.149	-96.03	-1.27	-4.667
	(-0.03)	(2.31)[b]	(-3.44)[a]	(-2.20)[b]	(-2.33)[b]
COL2	31.94	0.229	-90.38	-0.82	-8.065
	(0.92)	(2.48)[b]	(-2.62)[a]	(-1.15)	(-3.26)[a]
COL4	28.50	0.216	-86.46	-0.88	-5.975
	(0.90)	(2.59)[a]	(-2.69)[a]	(-1.34)	(-2.60)[a]
EXPMIL	-3.86	-0.004	-3.99	-0.06	-0.436
	(-1.34)	(-0.51)	(-1.29)	(-0.92)	(-1.97)[b]
EXPCIV	-5.18	-0.015	-1.50	-0.01	-0.263
	(-3.14)[a]	(-3.34)[a]	(-0.83)	(-0.23)	(-2.03)[b]
AIRF	26.01	0.058	26.81	0.28	4.242
	(1.42)	(1.21)	(1.49)	(0.76)	(3.30)[a]
NAVY	9.94	-0.004	12.66	0.33	0.514
	(0.61)	(-0.09)	(0.77)	(0.99)	(0.44)

(continued)

Results of Multivariate Regression Analysis of EVJTA Outcomes
Coefficients ('t' statistics) for each Regression
Comparing All Participants to Nonparticipants
(continued)

	All Veterans		Employed Veterans Only		
Variable	Earnings per Week	Employment Rate	Earnings per Week	Wage Rate per Hour	Hours of Work per Week
MARINE	42.93 (2.25)[b]	0.063 (1.24)	51.35 (2.76)[a]	0.75 (1.95)[c]	3.060 (2.30)[b]
NCOM	-4.00 (-0.30)	0.010 (0.29)	-8.54 (-0.64)	-0.22 (-0.80)	-0.531 (-0.55)
TUEMP	-0.09 (-0.74)	-0.001 (-2.53)[b]	0.23 (1.53)	0.002 (0.78)	0.016 (1.43)
PERCUN2	-1.57 (-3.78)[a]	-0.006 (-5.72)[a]	0.29 (0.59)	0.003 (0.30)	0.059 (1.70)[c]
CALLES	-0.65 (-2.52)[b]	-0.002 (-3.43)[a]	0.06 (0.15)	0.002 (0.25)	0.012 (0.40)
ESCALLU	3.98 (1.22)	0.028 (3.22)[a]	-3.14 (-1.05)	-0.05 (-0.86)	-0.117 (-0.55)
EMPLRS	-0.56 (-0.38)	-0.001 (-0.26)	0.24 (0.12)	0.03 (0.64)	-0.137 (-0.97)
CAREER	0.18 (0.00)	0.053 (0.39)	-20.90 (-0.39)	-1.03 (-0.94)	1.319 (0.35)
GIBILL	-0.51 (-0.03)	0.030 (0.76)	-26.24 (-1.70)[c]	-0.65 (-2.06)[b]	-0.823 (-0.75)
KERA	15.26 (0.36)	0.029 (0.26)	-26.04 (-0.61)	-0.83 (-0.95)	0.556 (0.18)
KSVC	34.89 (0.80)	0.139 (1.23)	0.51 (0.01)	0.32 (0.37)	-5.058 (-1.68)[c]
VNERA	16.16 (0.43)	-0.076 (-0.76)	58.79 (1.61)	0.76 (1.01)	-0.525 (-0.20)
VNSVC	-3.33 (-0.09)	-0.090 (-0.89)	35.57 (0.95)	0.53 (0.69)	-0.941 (-0.35)
DISAB	-46.44 (-1.75)[c]	-0.031 (-0.44)	-82.19 (-3.02)[a]	-1.93 (-3.44)[a]	-2.802 (-1.44)
DISSVC	-44.79 (-2.10)[b]	-0.181 (-3.18)[a]	-20.19 (-0.80)	-0.37 (-0.71)	0.862 (0.47)

(continued)

Results of Multivariate Regression Analysis of EVJTA Outcomes Coefficients ('t' statistics) for each Regression Comparing All Participants to Nonparticipants (continued)

	All Veterans		Employed Veterans Only		
Variable	Earnings per Week	Employment Rate	Earnings per Week	Wage Rate per Hour	Hours of Work per Week
R^2	.182	.206	.237	.202	.223
F	5.62[a]	6.82[a]	5.07[a]	4.12[a]	4.68[a]
Observations	787	820	520	520	520

[1] This coefficient represents the average difference in values and rates between all participants and nonparticipants.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

[a] Statistically significant at the .01 level.

[b] Statistically significant at the .05 level.

[c] Statistically significant at the .10 level.

Results of Multivariate Regression Analysis of EVJTA Outcomes Coefficients ('t' statistics) for each Regression Comparing Program Completers and Dropouts to Nonparticipants

	All Veterans		Employed Veterans Only		
Variable	Earnings per Week	Employment Rate	Earnings per Week	Wage Rate per Hour	Hours of Work per Week
COMPL [1]	85.63 (2.69)[a]	0.189 (2.25)[b]	35.62 (1.37)	0.145 (0.27)	4.91 (2.64)[a]
DROP [1]	15.31 (0.49)	-0.003 (-0.04)	29.19 (0.96)	0.213 (0.34)	3.07 (1.41)
BLACK	-82.93 (-5.24)[a]	-0.205 (-4.84)[a]	-57.99 (-3.27)[a]	-1.096 (-3.00)[a]	-1.10 (-0.86)
HISP	31.61 (0.98)	0.048 (0.55)	11.23 (0.39)	0.473 (0.79)	-0.85 (-0.41)
DIV	-64.35 (-3.82)[a]	-0.066 (-1.46)	-77.22 (-4.40)[a]	-1.874 (-5.19)[a]	-2.82 (-2.25)[b]
SEP	-25.46 (-0.92)	-0.190 (-2.60)[a]	83.96 (2.20)[b]	0.853 (1.09)	2.30 (0.84)
NEVM	-61.41 (-3.28)[a]	-0.043 (-0.87)	-69.16 (-3.55)[a]	-1.171 (-2.92)[a]	-4.56 (-3.27)[a]
HSG	-33.69 (-1.54)	0.069 (1.19)	-130.58 (-5.06)[a]	-1.832 (-3.45)[a]	-5.73 (-3.11)[a]
VTEC	-0.21 (-0.01)	0.101 (1.50)	-85.48 (-2.95)[a]	-0.951 (-1.59)	-6.79 (-3.27)[a]
SCOL	-0.52 (-0.02)	0.149 (2.32)[b]	-95.97 (-3.43)[a]	-1.269 (-2.20)[b]	-4.65 (-2.32)[b]
COL2	32.49 (0.94)	0.231 (2.50)[b]	-90.28 (-2.61)[a]	-0.816 (-1.15)	-8.04 (-3.25)[a]
COL4	28.35 (0.90)	0.216 (2.60)[a]	-86.41 (-2.69)[a]	-0.885 (-1.34)	-5.96 (-2.59)[a]
EXPMIL	-3.90 (-1.36)	-0.004 (-0.53)	-4.00 (-1.29)	-0.058 (-0.91)	-0.44 (-1.98)[b]
EXPCIV	-5.24 (-3.18)[a]	-0.015 (-3.39)[a]	-1.51 (-0.83)	-0.009 (-0.23)	-0.26 (-2.05)[b]
AIRF	25.44 (1.39)	0.057 (1.18)	26.75 (1.49)	0.280 (0.76)	4.23 (3.28)[a]

(continued)

Results of Multivariate Regression Analysis of EVJTA Outcomes
Coefficients ('t' statistics) for each Regression
Comparing Program Completers and Dropouts to Nonparticipants
(continued)

	All Veterans		Employed Veterans Only		
Variable	Earnings per Week	Employment Rate	Earnings per Week	Wage Rate per Hour	Hours of Work per Week
NAVY	9.97 (0.61)	-0.003 (-0.08)	12.72 (0.77)	0.334 (0.98)	0.53 (0.45)
MARINE	42.79 (2.25)[b]	0.063 (1.24)	51.32 (2.76)[a]	0.747 (1.95)[c]	3.05 (2.29)[b]
NCOM	-4.30 (-0.33)	0.009 (0.27)	-8.54 (-0.64)	-0.221 (-0.80)	-0.53 (-0.55)
TUEMP	-0.09 (-0.68)	-0.001 (-2.48)[b]	0.23 (1.53)	0.002 (0.77)	0.02 (1.45)
PERCUN2	-1.58 (-3.80)[a]	-0.006 (-5.74)[a]	0.29 (0.59)	0.003 (0.30)	0.06 (1.69)[c]
CALLES	-0.65 (-2.50)[b]	-0.002 (-3.41)[a]	0.06 (0.15)	0.002 (0.24)	0.01 (0.42)
ESCALLU	4.01 (1.23)	0.028 (3.24)[a]	-3.14 (-1.05)	-0.053 (-0.86)	-0.12 (-0.55)
EMPLRS	-0.56 (-0.38)	-0.001 (-0.26)	0.24 (0.12)	0.026 (0.64)	-0.13 (-0.95)
CAREER	-0.22 (-0.00)	0.053 (0.39)	-20.84 (-0.39)	-1.029 (-0.94)	1.34 (0.35)
GIBILL	-0.97 (-0.06)	0.029 (0.73)	-26.31 (-1.70)[c]	-0.654 (-2.06)[b]	-0.84 (-0.76)
KERA	15.87 (0.37)	0.032 (0.28)	-26.02 (-0.61)	-0.827 (-0.94)	0.56 (0.18)
KSVC	35.39 (0.81)	0.141 (1.25)	0.52 (0.01)	0.318 (0.37)	-5.06 (-1.67)[c]
VNERA	15.99 (0.42)	-0.075 (-0.76)	58.71 (1.61)	0.757 (1.01)	-0.55 (-0.21)
VNSVC	-3.37 (-0.09)	-0.090 (-0.88)	35.47 (0.94)	0.536 (0.69)	-0.97 (-0.36)
DISAB	-45.72 (-1.72)[c]	-0.030 (-0.42)	-82.09 (-3.01)[a]	-1.930 (-3.44)[a]	-2.77 (-1.42)

(continued)

Results of Multivariate Regression Analysis of EVJTA Outcomes Coefficients ('t' statistics) for each Regression Comparing Program Completers and Dropouts to Nonparticipants

(continued)

	All Veterans		Employed Veterans Only		
Variable	Earnings per Week	Employment Rate	Earnings per Week	Wage Rate per Hour	Hours of Work per Week
DISSVC	-43.95 (-2.06)[b]	-0.179 (-3.15)[a]	-20.17 (-0.79)	-0.372 (-0.71)	0.87 (0.48)
R^2	.185	.209	.237	.202	.224
F	5.54[a]	6.70[a]	4.90[a]	3.98[a]	4.54[a]
Observations	787	820	520	520	520

[1] The coefficient represents the average difference in values and rates between completers and dropouts, respectively, and nonparticipants.

Source: Survey of EVJTA certified veterans conducted between December, 1984 and March, 1985 by Research Triangle Institute under subcontract to Centaur Associates, Inc.

[a] Statistically signicicant at the .01 level.

[b] Statistically significant at the .05 level.

[c] Statistically significant at the .10 level.

APPENDIX F

VETERAN SURVEY QUESTIONNAIRE

APPENDIX F

SURVEY QUESTIONNAIRE

Questionnaire Development

Development of the questionnaire began in June, 1984. Research Triangle Institute analysts built the Questionnaire around the items and topics included in the original proposal. Questions were drafted for potential inclusion in the survey instrument. These questions were submitted to Centaur on June 30, 1984 for review by both Centaur and the Veterans Administration. Comments and additional questions were relayed to RTI the second week of July. The first draft of the questionnaire, incorporating the comments and additional questions was developed and submitted to Centaur on July 23, 1985.

A pretest of 9 veterans in late July resulted in a revision of the questionnaire. The revised version was submitted to Centaur on August 13. OMB approval, with minor changes to the submitted instrument was received on October 16, 1984.

Pretest

From a list of veterans certified as eligible for the program, RTI selected 9 veterans to be interviewed; 3 participants; 3 nonparticipants; and 3 classified as "terminated program." Directory Assistance was called to obtain telephone numbers for veterans in these three categories. RTI personnel then interviwed three veterans in each of the categories, using the first draft of the questionnaire. The result of the pretest indicated that the average length of the interview was approximately 30 minutes and that several questions were confusing the respondents and yielded very little useful data. The questionnaire was revised accordingly.

OMB NO. 2900-0444
Expires September 30, 1986

QUESTIONNAIRE FOR FOLLOW-UP SURVEY EMERGENCY VETERANS' JOB TRAINING ACT OF 1983

Prepared by

RESEARCH TRIANGLE INSTITUTE

INTRODUCTION

[PRIOR TO THE ACTUAL INTERVIEWING, THE DATA NECESSARY TO ADMINISTER THE QUESTIONNAIRE WILL BE KEYED INTO A CATI DATA ENTRY FILE FROM ADMINISTRATIVE RECORDS FOR EACH SAMPLE MEMBER.]

Hello, my name is __________________________ and I'm calling on behalf of the Veterans Administration. We are conducting a follow-up of veterans who applied for the Emergency Veterans' Job Training Act of 1983 and your name was randomly selected for participation in this study. The results will be used for statistical purposes only and we will keep all information you give confidential. The interview is voluntary and will not affect any benefits you may be receiving. If I ask a question you do not want to answer, just let me know and I will move on to the next one.

A. Verification of Information

Before we begin, I'd like to verify some information concerning your application for the Emergency Veterans' Job Training Program.

1. a. According to our records, you applied for the program on (DATE OF APPLICATION). Do we have the correct date?

1- Yes → [SKIP TO 2 or 3.]
2- No

b. What date did you apply for the program? ______________________

2. [FOR PARTICIPANTS ONLY]

a. And the employer with whom you joined the program was (NAME OF EMPLOYER). Is that correct?

1- Yes → [SKIP TO 4.]
2- No

b. What was the name of your employer?

____[SKIP TO 4.]

3. [FOR NONPARTICIPANTS ONLY]

a. Our records indicate that you have not been employed under the program. Have you since been employed under the program?

1- Yes*
2- No → [SKIP TO 4.]

b. In what month and year did you begin a job under the program?

______ ______
Month Year

c. What is the name of the employer with whom you joined the program?

____

4. a. Our records show that your address is (ADDRESS). Is that your correct address?

1- Yes → [SKIP TO 5.]
2- No

b. What is your current street address?

____

---

* NOTE: Will be interviewed as a participant.

4. c. In what city do you live?

____

d. And what state and zip code is that?

____

5. a. I reached you by dialing ∧ . Is that number the number at which you can usually be reached?

1- Yes → [SKIP TO 6.]
2- No

b. What is your current telephone number?

(_____) ______________

6. a. The last item I need to verify is the year of your birth. Our records have that as ∧ . Is that correct?

1- Yes → [SKIP TO B.]
2- No

b. In what year were you born? ______________________

B. Pre-application Experience

Our first questions deal with your experiences before you applied for the Emergency Veterans' Job Training Program; that is, up until (DATE OF APPLICATION).

7. In what branch of the Armed Forces did you serve on active duty?

1- Army
2- Air Force
3- Navy
4- Marine Corps
5- Coast Guard

8. a. Did you serve during the Korea conflict period; that is, during the time from June 7, 1950 through January 31, 1955?

1- Yes
2- No → [SKIP TO 9.]

b. Did you actually serve in Korea during the Korean conflict?

1- Yes
2- No

9. a. Did you (also) serve during the Vietnam era; that is, during the time from August 5, 1964 through May 7, 1975?

   1- Yes
   2- No → [SKIP TO 10.]

   b. Did you actually serve in Vietnam during the Vietnam era?

   1- Yes
   2- No

10. What was your rank at the time of your most recent discharge from the [BRANCH OF SERVICE]? Were you---

   1- a commissioned officer,
   2- a noncommissioned officer, or
   3- an enlisted person?

11. What was your primary military occupational speciality--that is, your MOS number--at the time you were discharged from the (BRANCH OF SERVICE)? [ENTER MOS NUMBER OR VERBATIM RESPONSE.] ______________________________

12. What is the highest level of education or grade in school that you completed? [READ CATEGORIES AS NECESSARY.]

   1- Less than high school (1-11 years)
   2- High school diploma or equivalent (12 years)
   3- Trade, technical, or vocational course after high school
   4- Some college
   5- Two-year college graduate
   6- Four-year college graduate
   7- Master's degree
   8- Doctorate or professional degree (Ph.D., medical, legal)

13. Before you applied for the Veterans' Job Training Program, did you complete any civilian on-the-job training that lasted 6 months or longer?

   1- Yes
   2- No

14. Did you ever use the GI Bill for education or training?

   1- Yes
   2- No → [SKIP TO 16.]

15. a. What education or training did you take under the GI Bill? [MARK ALL THAT APPLY.]

   1- High school
   2- College
   3- Graduate work
   4- Trade, technical, or vocational training (including on-the-job training)
   5- Disability vocational rehabilitation
   6- Other

15. b. [IF DISABILITY VOCATIONAL REHABILITATION MENTIONED]

Was the vocational rehabilitation program for a service-related disability?

1- Yes
2- No

16. Now we would like some information on your general activities from the time you were 18 years old until you applied for the Veterans' Job Training Program--that would be about _______ years. I'm going to read four activities and then ask you to tell me how many years each of these was your main activity. The categories are: working or looking for work, in the military, in school, and something else. Remember we want to account for all the years from the time you were 18 years old until you applied for the program.

How many of those (_______) years was your main activity---

a. military service?__________
b. going to school?__________
c. working or actively looking for work?__________
d. something else; that is, not working or looking for work, not in the military, and not going to school?__________

[RECONCILE AS NECESSARY TO ACCOUNT FOR ALL YEARS.]

[IF ANY ENTRY IN 16.c.]

e. Of the _______ years you spent working or actively looking for work, approximately how many months were you unemployed and looking for work? __________

17. Before (DATE OF APPLICATION), in what month and year had you last worked for pay at a full-time civilian job that lasted 6 months or more, including self-employment?

_______ _______
Month Year

50 = NEVER → [SKIP TO 27.]

18. What month and year did you begin that job?

_______ _______
Month Year

19. a. What was your beginning wage or salary before deductions? [IF PAID ON COMMISSION OR BY THE PIECE, ASK FOR AVERAGE WEEKLY EARNINGS.]

$ __________

19. b. Was that--

1- per hour
2- per day
3- per week
4- every two weeks
5- twice a month
6- per month, or
7- per year?

20. a. What was your ending wage or salary before deductions? [IF PAID ON COMMISSION OR BY THE PIECE, ASK FOR AVERAGE WEEKLY EARNINGS.]

$ __________

77777 = SAME AS BEGINNING WAGE OR SALARY → [SKIP TO 21.]

b. Was that--

1- per hour
2- per day
3- per week
4- every two weeks
5- twice a month
6- per month, or
7- per year?

21. How many hours per week did you usually work?

____

22. a. What kind of business or industry was that?

____

____

b. Was that mainly--

1- manufacturing,
2- services,
3- retail trade,
4- construction, or
5- something else?

23. a. What kind of work did you do?

____

b. What were your most important activities or duties?

____

____

23. c. What was your job title?

____

24. Thinking of all aspects of that job, how satisfied were you with the job? Were you--

1- very satisfied
2- satisfied
3- dissatisfied, or
4- very dissatisfied?

25. What was your main reason for leaving that job?

1- Found better job
2- Job dissatisfaction
3- To go to school
4- Moved with spouse/family
5- Medical/health reason
6- Laid off/business closed
7- Fired
8- Other [SPECIFY]______________________________

____

26. Was this the last job of any kind that you had before you applied for the Emergency Veterans' Job Training Program?

1- Yes [SKIP TO 31.]
2- No

27. Before (DATE OF APPLICATION), in what month and year did you last work at any type of civilian job, including self-employment?

______ ______
Month Year

50 = NEVER → [SKIP TO 31.]

28. What type of work did you last work at? Was it---

1- a regular full-time job,
2- a regular part-time job,
3- self-employment,
4- odd jobs or pick-up work, or
5- something else?

29. About how many hours per week did you usually work at that job? [IF ODD JOBS OR PICK-UP WORK, ASK FOR AVERAGE NUMBER PER WEEK.]

____

30. a. What was your ending wage or salary before deductions? [IF PAID ON COMMISSION OR BY THE PIECE, ASK FOR AVERAGE WEEKLY EARNINGS.]

$ __________

b. Was that---

1- per hour
2- per day
3- per week
4- every two weeks
5- twice a month
6- per month, or
7- per year?

31. The next few questions deal with the 12 months prior to the date you applied for the Emergency Veterans'Job Training Program; that is, the time from (MO/YR) to (MO/YR). The questions ask about sources of income for you and all members of your family who live with you. If you are not sure of the answers, please give me your best estimate. I'd like to remind you that all information you give me is confidential and that your answers will not affect your eligibility for this or any other program.

a. In the 12 months prior to (DATE), did you or any member of your family receive any income from wages and salaries?

1- Yes
2- No → [SKIP TO 32.]

b. How much income did you receive from wages and salaries in the 12 months prior to (DATE)?

$ __________

c. How much income was received from wages and salaries by the other family members who lived with you in the 12 months prior to (DATE)?

$ __________

32. a. In the 12 months prior to (DATE), did you or any member of your family receive any income from your own business or farm, rents paid to you, or dividends or interest?

1- Yes
2- No → [SKIP TO 33.]

b. How much income was received from these sources ALTOGETHER in the 12 months prior to (DATE)?

$ __________

33. a. In the 12 months prior to (DATE), did you or any member of your family receive any income from Social Security payments or Supplemental Security Income?

1- Yes
2- No → [SKIP TO 34.]

b. How much income was received from these sources ALTOGETHER in the 12 months prior to (DATE)?

$ __________

34. a. In the 12 months prior to (DATE), did you or any member of your family receive any income from military retirement, or veterans pensions, compensation, or benefits?

1- Yes
2- No → [SKIP TO 35.]

b. How much income was received from military retirement or veterans pension, compensation, or benefits ALTOGETHER in the 12 months prior to (DATE)?

$ __________

35. a. In the 12 months prior to (DATE), did you or any member of your family receive any income from unemployment insurance?

1- Yes
2- No → [SKIP TO 36.]

b. How much income was received from unemployment benefits ALTOGETHER in the 12 months prior to (DATE)?

$ __________

36. a. In the 12 months prior to (DATE), did you or any member of your family receive any income from public assistance programs such as AFDC and food stamps?

1- Yes
2- No → [SKIP TO 37.]

b. How much income was received from public assistance programs such as AFDC and food stamps ALTOGETHER in the 12 months prior to (DATE)?

$ __________

37. a. In the 12 months prior to (DATE), did you or any member of your family receive any income from workmen's compensation, relatives, or any other source?

1- Yes
2- No → [SKIP TO C.]

37. b. How much income was received from all these other sources ALTOGETHER in the 12 months prior to (DATE)?

$ ________

C. Sources of Information and Assistance

Now we'd like some information about your decision to apply for the Job Training Program and the results of your application.

38. How did you first hear about the Veterans' Job Training Program?

1- A friend or a relative
2- Newspaper, radio, TV
3- Veterans advisor at the local office of the state employment or job service
4- Someone else at the state employment or job service
5- Veterans Administration (not at state employment office)
6- Other veterans' organizations
7- An employer
8- Other

39. Did you hear about the program from any other source? [IF YES, PROBE AND MARK ALL THAT APPLY.]

10 = No → [SKIP TO 40.]

1- A friend or a relative
2- Newspaper, radio, TV
3- Veterans advisor at the local office of the state employment or job service
4- Someone else at the state employment or job service
5- Veterans Administration (not at state employment office)
6- Other veterans' organizations
7- An employer
8- Other

40. When you applied for the Veterans' Job Training Program, how satisfied were you with the information and assistance you received?

1- Very satisfied
2- Somewhat satisfied
3- Somewhat dissatisfied
4- Very dissatisfied

41. When you applied, did you expect assistance with job placement, such as identifying employers and arranging interviews?

1- Yes
2- No → [SKIP TO 43.]

42. a. Did you receive any job placement assistance?

1- Yes
2- No → [SKIP TO 43.]

b. How satisfied were you with the assistance you received?

1- Very satisfied
2- Somewhat satisfied
3- Somewhat dissatisfied
4- Very dissatisfied

43. When you applied, did you ask for vocational counseling or testing to find out what kind of job you were best suited for?

1- Yes
2- No → [SKIP TO 45.]

44. a. Did you receive any counseling or testing?

1- Yes
2- No → [SKIP TO 45.]

b. Who gave you the vocational counseling or testing?

1- State employment or job service
2- Veterans Administration
3- Both

c. How satisfied were you with the counseling or testing you received?

1- Very satisfied
2- Somewhat satisfied
3- Somewhat dissatisfied
4- Very dissatisfied

45. Following your application for the Veterans' Job Training Program, how many times did you contact the state employment or job service to find out the names of individuals or companies that were interested in hiring veterans under the program?

TOTAL NUMBER OF TIMES _______
OR
NUMBER OF TIMES PER WEEK _______ FOR _______ WEEKS

46. How many times did the state employment or job service contact you with the names of individuals or companies that were interested in hiring veterans under the program?

NUMBER OF TIMES _______

47. a. How many separate employers participating in the Job Training Program who had job openings did you learn about?

____

50 = NONE → [SKIP TO 48. OR 50.]

47. b. How many of these did you contact or apply to for employment?

____

50 = NONE → [SKIP TO 48. OR 50.]

c. How many of the employers you contacted offered you employment under the program?

____

50 = NONE → [SKIP TO 48. OR 50.]

48. [FOR PARTICIPANTS ONLY]

From which source did you receive the name of the individual or organization that led to your employment under the program?

1- Employment or job service
2- Veterans organization
3- An employer
4- Relative or friend
5- Identified source independently without assistance
6- Other

[SKIP TO D.]

49. [FOR NONPARTICIPANTS ONLY]

What is the reason you did not accept employment under the program? [MARK ALL THAT APPLY.]

1- Wages too low
2- Distance too far
3- Hours not suitable
4- Found other employment
5- Returned/Went to school
6- Other [SPECIFY] ____________________________________

[IF EMPLOYMENT MENTIONED, SKIP TO 51.]

50. Have you had any kind of a job since you applied for the Job Training Program?

1- Yes
2- No → [SKIP TO E.]

51. After you applied for the program, in what month and year did you first get a job?

______ ______
Month Year

52. How did you secure this job?

    1- Through State employment or job service
    2- Through private employment agency
    3- Through own contact or other means

53. a. Did you have any on-the-job or other training just prior to taking this job?

    1- Yes
    2- No · [SKIP TO 54.]

    b. What was it?

    ____

54. How many hours a week did you usually work at that job?

    ______

55. a. What was your beginning wage or salary before deductions? [IF PAID ON COMMISSION OR BY THE PIECE, ASK FOR AVERAGE WEEKLY EARNINGS.]

    $ ________

    b. Was that---

    1- per hour,
    2- per day,
    3- per week,
    4- every two weeks,
    5- twice a month,
    6- per month, or
    7- per year?

56. a. Are you still working at that job?

    1- Yes → [SKIP TO 84.]
    2- No

    b. How many weeks did you work at that job?

    ____

57. Since you applied for the Veterans' Job Training Program, how many different jobs have you had?

    ____

58. Since you applied, how many weeks have you been unemployed and looking for work?

    ____

    [SKIP TO E.]

D. Program Experience [PARTICIPANTS ONLY]

The next few questions concern your actual experience with the Job Training Program.

59. In what month and year did you actually begin your training under the program?

_______ _______
Month Year

60. How many months was the program you entered scheduled to last?

____

61. While you were in the program, how many weeks did you receive any training or close supervision?

____

62. On the average, how many hours were you actually trained each week?

____

63. When you entered the program, for what occupation did you expect to be trained?

____

64. a. Were you actually trained for that occupation?

1- Yes → [SKIP TO 65.]
2- No

b. What occupation were you actually training for?

____

65. Had you ever worked at that occupation previously?

1- Yes
2- No

66. What were the most important activities or duties you were expected to do on the job while you were training?

____

67. What was the nature of the business? Was it mainly---

1- manufacturing,
2- services
3- retail trade
4- construction, or
5- something else?

68. How many hours a week did you usually work at this job including training time?

____

69. a. What was your wage or salary before deductions? [IF PAID ON COMMISSION OR BY THE PIECE, ASK FOR AVERAGE WEEKLY EARNINGS.]

$ __________

b. Was that---

1- per hour
2- per day
3- per week
4- every two weeks
5- twice a month,
6- per month, or
7- per year?

70. How satisfied were you with the following aspects of the job you had under the program?

	Very Dis-satis-fied	Dis-satis-fied	Satis-fied	Very Satis-fied
a. Training received	1	2	3	4
b. Supervision	1	2	3	4
c. Opportunity for advancement	1	2	3	4
d. Rate of pay	1	2	3	4

71. Did you complete the program or did you leave before the training period was over?

1- Completed → [SKIP TO 73.]
2- Left
3- Still in program → [SKIP TO 87.]

72. What was your main reason for leaving the program?

1- Found better job
2- Not what I expected/dissatisfied with training or employer
3- To go to school
4- Moved with spouse/family
5- Medical/health reason
6- Laid off/business closed
7- Unsatisfactory performance/fired
8- Other [SPECIFY] ______________________________

73. When did you (complete/leave) the program?

_______ _______
Month Year

74. a. Since you (completed/left) the program, how many full-time jobs have you had, including a job at which you may currently be working?

____

b. How many part-time jobs have you had?

____

75. Since you (completed/left) the program, how many weeks have you been unemployed and looking for work?

____

E. Current Employment

76. What is your main activity now. Are you currently---

1- employed full-time,
2- employed part-time only,
3- a full-time student, } IF COMPLETED PROGRAM, SKIP TO 78.
4- unemployed, or } IF LEFT PROGRAM, OR NON-PARTICIPANT,
5- doing something else? } SKIP TO F.

77. [FOR PARTICIPANTS ONLY]

Are you currently employed by the employer from whom you received training in the program?

1- Yes → [SKIP TO 80.]
2- No

78. What was the main reason you left the employer from whom you received training?

1- Found better job
2- Dissatisfied with training/employer
3- To go to school
4- Moved with spouse/family
5- Medical/health reason
6- Laid off/business closed
7- Unsatisfactory performance/fired
8- Other (SPECIFY) ______________________________

79. When did you leave the employer from whom you received training?

______ Month ______ Year

[IF NOT EMPLOYED, SKIP TO F.]

80. Are you currently working at the occupation for which you were trained in the program?

1- Yes → [IF YES TO 77., SKIP TO 84; OTHERWISE SKIP TO 83.]
2- No

81. Did you gain any skills, knowledge, or experience from participating in the program that you use in your current job?

1- Yes
2- No → [IF YES TO 77, SKIP TO 84; OTHERWISE SKIP TO 83.]

82. Is your program training something that you use regularly, or only sometimes, in your current job?

1- Regularly
2- Sometimes

[IF WORKING FOR TRAINING EMPLOYER, SKIP TO 84.]

83. What kind of business or industry are you employed in? Is it mainly---

1- manufacturing,
2- services,
3- retail trade,
4- construction, or
5- something else?

84. How many months and weeks have you been employed at your current job?

______ Months ______ Weeks

85. a. What kind of work do you do?

____

b. What are your most important activities or duties?

____

c. What is your job title?

____

86. How many hours do you usually work (at your main job)?

____

87. a. What is your current wage or salary before deductions? [IF PAID ON COMMISSION OR BY THE PIECE, ASK FOR AVERAGE WEEKLY EARNINGS.]

____

b. Is that ---

1- per hour,
2- per day,
3- per week,
4- every two weeks,
5- twice a month,
6- per month, or
7- per year?

88. How satisfied are you with the following aspects of your current job?

	Very Dis-satis-fied	Dis-satis-fied	Satis-fied	Very Satis-fied
a. Supervision	1	2	3	4
b. Opportunity for advancement	1	2	3	4
c. Rate of pay	1	2	3	4

89. Do you currently have more than one job?

1- Yes
2- No → [SKIP TO F.]

90. How many hours each week do you usually work at your other job(s)?

____

91. Approximately what is your current income each week from your other job(s) before deductions?

$ __________

F. Current Income

For comparison purposes, I need to ask you about the current sources of income for you and all members of your family who live with you. Again, please give me your best estimate if you are not sure of an exact amount. The questions ask about income for last month, that is the month of (MONTH).

92. a. Last month, did you or any member of your family receive any income from wages and salaries?

1- Yes
2- No → [SKIP TO 93.]

b. How much income did you receive from wages and salaries last month?

$ __________

c. How much income was received from wages and salaries last month by other family members who live with you?

$ __________

93. a. Last month, did you or any member of your family receive any income from your own business or farm, rents paid to you, or dividends or interest?

1- Yes
2- No → [SKIP TO 94.]

b. How much income was received from these sources ALTOGETHER last month?

$ __________

94. a. Last month, did you or any member of your family receive any income from Social Security payments or Supplemental Security Income?

1- Yes
2- No → [SKIP TO 95.]

b. How much income was received from these sources ALTOGETHER last month?

$ __________

95. a. Last month, did you or any member of your family receive any income from military retirement or veterans pensions, compensation, or benefits?

1- Yes
2- No → [SKIP TO 96.]

95. b. How much income was received from military retirement or veterans pension, compensation, or benefits ALTOGETHER last month?

$ __________

96. a. Last month, did you or any member of your family receive any income from unemployment insurance?

1- Yes
2- No → [SKIP TO 97.]

b. How much income was received from unemployment benefits ALTOGETHER last month?

$ __________

97. a. Last month, did you or any member of your family receive any income from public assistance programs such as AFDC and food stamps?

1- Yes
2- No → [SKIP TO 98.]

b. How much income was received from public assistance programs such as AFDC and food stamps ALTOGETHER last month?

$ __________

98. a. Last month, did you or any member of your family receive any income from workmen's compensation, relatives, or any other source?

1- Yes
2- No → [SKIP TO G.]

b. How much income was received from all these other sources ALTOGETHER last month?

$ __________

G. Demographics

The last few questions are about you. We need this information for statistical tabulations only.

99. a. Including yourself, how many adults 18 years or older live in your household?

Number __________

b. How many children under 18 years old live in your household?

Number __________

100. How many dependents do you have--that is, people other than yourself for which you provide more than half their support? Include any adults and children living with you and anyone else for whom you provide more than half this support.

Number __________

101. a. Did you have the same number of dependents when you applied for the Veterans' Job Training Program?

1- Yes → [SKIP TO 102.]
2- No

b. How many dependents did you have when you applied for the program?

Number __________

102. What is your current marital status?

1- Married
2- Widowed
3- Divorced
4- Separated
5- Never married

103. a. Was that your marital status when you applied for the Veterans' Job Training Program?

1- Yes → [SKIP TO 104.]
2- No

b. What was your marital status when you applied?

1- Married
2- Widowed
3- Divorced
4- Separated
5- Never married

104. How would you describe your racial/ethnic background? [READ CATEGORIES AS NECESSARY].

1- Black, not of Hispanic origin
2- White, not of Hispanic origin
3- Hispanic/Spanish-American
4- American Indian or Alaskan native
5- Asian (Oriental) or Pacific Islander

105. a. Do you have a permanent disability or a chronic health problem that restricts the kind or amount of work you can do?

1- Yes
2- No → [SKIP TO 106.]

105. b. Is this disability or problem service-related?

1- Yes
2- No

c. How many years has this affected the kind or amount of work you can do?

____

106. a. Have you ever received any on-the-job or other training under the Job Training Partnership Act--that is, JTPA?

1- Yes
2- No → [SKIP TO 107.]

b. What month and year did you complete or leave this program?

_______ _______
Month Year

107. We may be calling you back in the future to update some of the information you have given me. In case we cannot locate you, we would like to be able to get back in touch with you through a relative or friend who does not live with you. Please give me the name, address, and telephone number of someone who will know how to reach you. It is important for our purposes that this person have a telephone.

a. What is the name of someone who will always know how to get in touch with you?

____

b. And the address?

Street: ____________________________________

City: ____________________________________

State and ZIP ________________________________

c. And the telephone number?

(____) __________

Thank you very much for answering these questions.
We appreciate your participation in this important survey.

Goodbye. Have a nice (day/evening).

APPENDIX G

EMPLOYFR SAMPLING PROCEDURES AND RESULTS OF EMPLOYER INTERVIEWING

APPENDIX G

EMPLOYER SAMPLING PROCEDURES AND RESULTS OF EMPLOYER INTERVIEWING

Sampling Frame

The employer sample was selected from those employers recorded in the Target Benefits Delivery System as of September 30, 1984. A total of 23,973 employers were included in the universe. The universe was stratified into participating and nonparticipating employers based upon the presence or absence of data in the relevant automated file indicating that the employer had filed a Notice of Intent to Employ a Veteran. A total of 8,955 participating and 15,018 nonparticipating employers were identified.

Sample Design

The employer survey goal was completion of approximately 500 interviews with participating employers and 500 interviews with nonparticipating employers. However, it was anticipated that a certain number of employers sampled as nonparticipants would become participants by the time the survey took place.

The anticipation of crossover was accommodated in two ways. First, a larger sample size was established for nonparticipants in the expectation of crossover by sampled nonparticipants. Specifically, the nonparticipant sample size was set at 900 and the participant sample size was set at 600.

The second accommodation incorporated in the sample design in anticipation of the crossover problem was that both the participant and the nonparticipant samples were designed to include separable subsamples with 100 sampled employers in each subsample. With this feature, it was possible to adjust the number sampled from each stratum in response to the actual rate of crossover experienced in the interviewing process. This capability, in turn, made it possible to approximate the survey goal of 500 respondents in each of the two categories of interest.

Sample Selection

Within each stratum, a systematic sample with a random start was selected from ordered sampling lists. For both participants and nonparticipants, the lists were ordered in the following manner. Employers were grouped within VA Regional Office administrative units and the 57 organizational units were arrayed in numerical order according to their 2-digit identifier.

For those VA Regional Offices with jurisdiction within a single state, the employers were organized within VA Regional Office units according to a five digit sequential identifier assigned at the point of program approval. These sequential identifiers normally are assigned by VA Regional Offices in numerical order, as programs are approved.

Therefore, ordering the employers within VA Regional Offices according to this identifier has the effect of organizing them in an approximate temporal order with respect to date of program approval, with earliest approvals appearing first within each office, and most recent approvals appearing last within each office. For those VA Regional Offices whose jurisdiction is not confined within a single state, a third level of ordering took place. In these offices, employers were grouped first by office, second by state within office, and third by sequential identifier within the state.

The participant sample was drawn with a random start point of 6,319 and a sampling interval of 14.925. The nonparticipant sample was drawn with a random start of 6,052 and a sampling interval of 16.187. Once the 600 participating employers and the 900 nonparticipating employers had been identified, they were maintained in the order described above and subsample identifiers were assigned. For the participants, a random start point between one and six was selected and that value was assigned to the first sampled case. The next value in order was assigned to the next case and the succeeding sampled cases were assigned an identifier between one and six based upon successive iterations of the one through six sequence. An identical procedure was used for nonparticipants employing a one through nine sequence.

Effective Interview Sample

After sample selection, additional evidence come to light which made it possible to determine that some respondents sampled as nonparticipants actually were participants. As expected, additional instances of this crossover phenomenon were encountered during the interviewing. Based upon monitoring of the overall level of crossover, it was possible to determine the optimum number of participant and nonparticipant subsamples to be used. Four of the six participant subsamples were used and seven of the nine nonparticipant subsamples were used. Therefore, the effective sample size for the participant stratum was 400 and for the nonparticipant stratum was 700.

Self-Weighting Character of the Response Sample

Exhibit G-1 summarizes the information presented in the preceeding subsection regarding the number in the universe, the sample selected, the sample used, and the resulting sample weights. Exhibit G-1 also presents the number of respondents within each stratum, the response rate, and the response weights. An overall response rate of approximately 90 percent was obtained in the employer survey.

Through a serendipitous coincidence, the response weights for the participant and nonparticipant strata are nearly identical. The differences are so slight that it was decided that the increased costs incurred and the technical complications introduced in conducting weighted analyses would not be repaid by a commensurate increase in the

Exhibit G-1

Sample and Response Dimensions for the Employer Survey

Stratum	Number in Universe	Sample Selected	Sample Used	Sample Weight	Number of Respondents	Response Rate	Response Weight
Participants	8,955	600	400	22.39	364	91.0%	24.60
Non-participants	15,018	900	700	21.45	613	87.6%	24.50

accuracy of the estimates derived. Therefore, the employer data have been analyzed using unweighted procedures, based upon the self-weighting character of the response samples for the two strata.

Bias Check and Nonresponse Reasons

Exhibit G-2 presents data on six variables which were available for the employer universe. No meaningful level of sampling bias or response bias is evident from this exhibit.

Exhibit G-3 presents the categories of nonresponse for the entire response sample and for the participant and nonparticipant sampling strata. The overall reasons for nonresponse and their distribution across the two strata do not reveal any patterns of concern.

Exhibit G-2

Comparison of the Employer Survey Universe, Sample, and Respondents for Six Variables

	Universe (N=23,973)	Sample (n=1100)	Respondents (n=977)
VA Region (Percentages)			
1	33	34	34
2	33	33	33
3	34	33	32
First Digit of Zip Code (Percentages)			
0	5	5	5
1	15	15	15
2	9	9	9
3	9	9	9
4	9	9	9
5	6	6	7
6	7	7	7
7	14	14	14
8	9	9	9
9	17	17	16
Certified for Monthly Payment (Percentages)			
Blank	3	3	3
Yes	85	83	83
No	12	14	13
More Than 9 Approved Programs (Percentages)			
Blank	96	96	96
Yes	0.2	0.0	0.0
No	4	4	4
Participation Status (Percentages)			
Participants	46	45	46
Nonparticipants	54	55	54
Number of Veterans (Means)	1.38	1.38	1.34
[Participating Employers Only]	[N=10,929]	[n=493]	[n=453]

Exhibit G-3

Categories of Nonresponse for the Employer Survey

	Sample 1 (Participants)		Sample 2 (Non-Participants)		Total	
	Number	Percent	Number	Percent	Number	Percent
Knowledgeable respondent no longer employed with company	13	36	23	26	36	29
Company no longer in business	10	28	21	24	31	25
Respondent identified but could not be reached	5	14	24	28	29	24
Refused to respond	7	19	17	20	24	20
Employer approval rescinded by VA	1	3	2	2	3	2
Total	36	100	87	100	123	100

APPENDIX H

EMPLOYER SURVEY QUESTIONNAIRE

OMB NO. 2900-0444
Expires September 30, 1986

EMPLOYER/SUPERVISOR
INTERVIEW SCHEDULE

INSTRUCTIONS

This interview schedule consists of two sections:

- Section I is addressed to the employer, that is, the contact person identified for the company in its application for approval under the Emergency Veterans' Job Training Program. This person also may have signed for the company on the application form which was submitted for approval.
- Section II is addressed to employers who have hired a veteran trainee under the program. Questions should be completed by the supervisor of an identified veteran trainee, that is, the person directly responsible for monitoring and evaluating the job performance of the veteran.

At many smaller companies, both sections, if applicable, will be completed by the same person. At some large companies, the two sections will be completed by two different respondents.

FOR OFFICE USE ONLY

Interviewer ________________

Employer ID No. __________________________

Company Name __________________________

Company Address __________________________

____

Employer (Contact) Name __________________

Telephone Number __________________________

Contact No.	Date	Time Start	End	Result
1				
2				
3				
4				
5				
6				

Supervisor Name __________________________

Telephone Number __________________________

Contact No.	Date	Time Start	End	Result
1				
2				
3				
4				
5				
6				

INTERVIEW INTRODUCTION

Hello, Mr./Ms. _____________. My name is _________________. I'm with Centaur Associates, Inc., a research firm in Washington, D.C. Our company is under contract with the U.S. Veterans Administration to conduct a study of the effectiveness of the Emergency Veterans' Job Training Program. We are interested in your views concerning your company's experiences with this program.

About a week, or so, ago, we sent a letter to you explaining the purpose of this call and asking for your assistance. Is this a convenient time to talk with you about your experience, and if not, can we schedule another time for an interview?*

The information that you provide will be held in confidence by Centaur Associates, Inc. This means that Centaur Associates, Inc. will not reveal your individual identity as the source of the information you provide without your prior written consent. This confidentiality of your individual identity is protected under the provisions of the Privacy Act of 1974.

Results of the study will be useful to the U.S. Veterans Administration in making decisions about policy and programs related to veterans unemployment and job training. Consequently, your voluntary cooperation in completing this interview will be greatly appreciated.

*IF TIME IS INCONVENIENT, MAKE AN APPOINTMENT FOR A TIME WHEN THE RESPONDENT CAN COMPLETE THE INTERVIEW.

INTERVIEW PRESCREEN

FOR PARTICIPATING EMPLOYERS

Before we begin, I'd like to confirm the information provided to us by the Veterans Administration. According to the VA, your company hired

____ in your training program.
[NAME OF TRAINEE -- TO BE FILLED IN PRIOR TO INTERVIEW]

a. Is this information correct?

Yes [SKIP TO Q.1]................................ 1
No... 0

b. Have you hired any certified veterans in your job training program?

Yes.. 1
No... 0

FOR NONPARTICIPATING EMPLOYERS

Before we begin, I'd like to confirm the information provided to us by the Veterans Administration. According to the VA, your company has not hired a certified veteran in your approved training program.

a. Is this information correct?

Yes [SKIP TO Q.1]................................ 1
No... 0

b. Please identify the name(s) of any certified veterans you have employed in your training program under the Emergency Veterans' Job Training Program.

Veteran Name	Selected	Weeks Employed

[IF THE EMPLOYER HAS EMPLOYED MORE THAN ONE VETERAN UNDER THE PROGRAM, PICK ONE NAME AT RANDOM AND ENTER A CHECK NEXT TO THAT VETERAN'S NAME IN THE "SELECTED" COLUMN ABOVE]

c. How long did these veterans remain in your employ?
[ENTER THE NUMBER OF WEEKS IN THE "WEEKS EMPLOYED" COLUMN ABOVE]

d. In what month/year did you first hire a certified veteran in your job training program?

_____________________ month/year

e. Did you ever submit a "Notice of Intent to Employ a Veteran" form to the VA?

Yes.. 1
No... 0

f. Have you ever requested reimbursement of your training costs from the VA?

Yes.. 1
No [SKIP TO Q. 1]............................ 0

g. Have you received any reimbursement of your training costs from the VA?

Yes.. 1
No... 0

This study is authorized by the
Emergency Veterans' Job Training Act,
P.L. 98-77

SECTION I. EMPLOYER INTERVIEW

I would like to start by asking you some questions about how and why you got involved with the Emergency Veterans' Job Training Program.

1. How did you first hear about the Emergency Veterans' Job Training Program?

Veterans Administration staff member..............	1
Employment (Jobs) Service staff member............	2
Veterans organization............................	3
An employee of the company.......................	4
A veteran who approached the company directly hoping to obtain employment through the program.	5
Another employer.................................	6
Organization of which a member...................	7
Newspaper/radio/TV...............................	8
Other (Specify)________________________________	9

2. What specific aspects of the program interested you most as an employer?

(1) ____

____

(2) ____

____

(3) ____

____

3. Of those aspects you have mentioned, which one was the most important in your decision to apply for approval of your training program? [CIRCLE THE APPROPRIATE RESPONSE NUMBER ABOVE]

4. At the time you applied for approval of your training program did you have any reservations about participating in the program under the Emergency Veterans' Job Training Act?

Yes....................................... 1
No [SKIP TO Q. 6]......................... 0

5. What were your reservations about participating in the program?

(1) ______________________________

____

(2) ______________________________

____

(3) ______________________________

____

6. In general, how important were the following factors in your decision to apply for approval of your training program? [READ FACTORS AND CATEGORIES TO RESPONDENT]

	Very Important	Somewhat Important	Not Very Important	Not Important At All
Availability of a Training Cost Reimbursement	4	3	2	1
Opportunity to Train and Employ Veterans	4	3	2	1
Opportunity to Train Workers for Your Company	4	3	2	1

7. Would you have applied for approval of your training program had reimbursement of your training costs not been available?

Yes............................. 1
No.............................. 0

8. In general, which would you say is a more powerful incentive to you as an employer, a direct training cost reimbursement, such as provided under the Emergency Veterans' Job Training Program, or a tax credit such as that provided under the Targeted Jobs Tax Credit Program? [READ CATEGORIES TO RESPONDENT]

A direct training cost reimbursement is a more powerful incentive than a tax credit......................................1

A direct training cost reimbursement and a tax credit are equally powerful incentives..............................2

A tax credit is a more powerful incentive than a direct training cost reimbursement...............................3

9. Prior to your company's application for approval of its training program under the Emergency Veteran's Job Training Program, did your company ever participate in other training programs for veterans?

Yes... 1
No [SKIP TO Q. 11]................................ 2

10. Did your company ever operate an on-the-job-training program which was approved by the Veterans Administration for payment of educational benefits to participating veterans?

Yes... 1
No.. 0

11. (a) Have any of the following sources ever provided you with the names of certified veterans who would be eligible for your training program? [READ CATEGORIES TO RESPONDENT]

	11.(a) Source		11.(b) Number
	Yes	No	
Veterans Administration...............	1	0	______
Employment (Jobs) Service.............	1	0	______
Veterans organization.................	1	0	______
An employee of the company............	1	0	______
Veteran(s) who approached the company directly hoping to obtain employment through the program.......	1	0	______
Another employer......................	1	0	______
Organization of which a member........	1	0	______
Other (Specify) ______________________	1	0	______

(b) For each of the sources from which you have received the names of eligible veterans, what is the approximate number of names that you have received from each source? [ENTER NUMBER IN SPACE PROVIDED ABOVE OPPOSITE APPROPRIATE SOURCE]

12. Have you conducted interviews with any certified veterans in an effort to identify one or more veterans who would be suitable for participation in your company's training program?

Yes.. 1
No [SKIP TO Q. 15] 0

13. Approximately how many certified veterans have you interviewed?

__________ certified veterans

14. How satisfied were you that the certified veterans you interviewed possessed the general qualifications you were looking for in filling your company's training position? [READ CATEGORIES TO RESPONDENT]

Very Satisfied.................................. 4
Somewhat Satisfied.............................. 3
Somewhat Dissatisfied........................... 2
Very Dissatisfied............................... 1

15. Has your company ever made an offer to a certified veteran to enter a training position approved under the program?

Yes [SKIP TO Q. 17].............................. 1
No... 0

16. What would you say is the most important reason that your company has not made an offer to a certified veteran to enter a training position approved under the program? [READ CATEGORIES TO RESPONDENT]

No certified veterans have been identified
[SKIP TO Q. 32].................................. 1

The certified veteran(s) identified could
not meet the minimum qualifications for the
training position, despite the availability
of a training cost reimbursement. [SKIP TO Q.
32].. 2

The amount of the training cost reimbursement
was not high enough to make it worthwhile to
hire and train any of the certified veterans
identified. [SKIP TO Q. 32]...................... 3

The training position was filled by
a nonveteran. [SKIP TO Q. 32]................... 4

The training program did not become
active/operational [SKIP to Q. 32]............... 5

Some other reason (SPECIFY) ________
____________________________________ [SKIP
to Q. 32].. 6

17. Approximately how many veterans have received offers from your company to enter training positions approved under the program?

________ veterans received offers

18. Did a certified veteran ever receive an offer from your company to enter a training position and then turn that offer down at some point prior to the day that the training was scheduled to begin?

Yes.. 1
No [SKIP TO Q. 20]........................... 0

19. How many veterans turned down an offer from your company to enter a training position approved under the program?

_______ veterans turned down offer(s)

20. Have any certified veterans entered training positions with your company under the program?

Yes... 1
No [SKIP TO Q. 32].............................. 0

21. How many trainees currently are receiving on-the-job training with your company under the program?

_________ trainees currently in training

22. How many trainees began on-the-job training with your company under the program but failed to complete their training period, either because they left the training position of their own accord or because they were terminated by the company?

__________ trainees did not complete

23. How many trainees have successfully completed their on-the-job-training with your company under the program?

_________ trainees have successfully completed

24. [IF ANSWER TO Q. 23 IS NOT "0"] How many of these successful completers currently are employed by your company?

__________ completers currently employed

25. Compared to other trainees who have worked for this company, do you think that the job performance of the veteran trainees hired under the Emergency Veterans' Job Training Program generally is better than, about the same as, or worse than the performance of other trainees?

Better than others................................ 3
About the same as others.......................... 2
Worse than others................................. 1

26. As a result of your participation in the program, have you recommended the Emergency Veterans' Job Training Program to other employers?

Yes.. 1
No... 0

27. Have you requested any reimbursement of your training costs for any certified veterans in your training program?

Yes.. 2
No [SKIP TO Q. 30]................................ 1
Don't Know [SKIP to Q. 30]........................ 0

28. Have you received any reimbursement of your training costs for veterans in your training program?

Yes.. 2
No [SKIP TO Q. 30]................................ 1
Don't Know [SKIP TO Q. 30]........................ 0

29. What is the average length of time between your submission of the Certificate of Training form and receipt of payment from the Veterans Administration?

Within 30 days.................................... 4
30 to 60 days..................................... 3
60 to 90 days..................................... 2
over 90 days...................................... 1
Don't Know.. 0

30. Would you hire another certified veteran under this program?

Yes [SKIP TO Q. 32]..... 1
No...................... 0

31. What is the most important reason that you would not hire another certified veteran under the program?
[READ CATEGORIES TO RESPONDENT]

There are too many administrative problems with the program, such as burdensome paperwork and slow payment of training cost reimbursements	1
The certified veterans simply cannot develop the required qualifications, even with a period of training cost reimbursement	2
The certified veterans could develop the required qualifications, but the training cost reimbursement is not adequate to achieve this goal	3
Some Other Reason [SPECIFY] ________________ ________________________	4

32. Have you been informed that any training cost reimbursements paid to employers under the Emergency Veterans' Job Training Program are taxable?

Yes	2
No	1
Don't Know	0

33. The objective of the Emergency Veterans' Job Training Program has been to help unemployed veterans to make the transition from unemployment to permanent, stable employment. Based on your experience with the program, how successful do you think the program is in accomplishing this goal? [READ CATEGORIES TO RESPONDENT]

Very successful	4
Somewhat successful	3
Not very successful	2
Very unsuccessful (a failure)	1
No opinion	0

34. In general, how burdensome were the paperwork and the processing procedures which were required as part of your participation in the Emergency Veterans' Job Training Program?

Very burdensome	4
Somewhat burdensome	3
Not very burdensome [SKIP TO Q. 36]	2
Not at all burdensome [SKIP TO Q. 36]	1
Don't Know [SKIP TO Q. 36]	0

35. What was the most burdensome aspect of the paperwork and/or processing procedures under the program?

____

____

36. As a taxpayer, would you favor or oppose continued expenditures of Federal funds by the Veterans Administration for veterans' on-the-job training programs such as the one with which you cooperated?

Favor... 2
Oppose.. 1

37. Would you briefly describe the kind of business in which your company is engaged?

____

____

38. How many employees do you have in your firm?

_________ employees

39. Are your employees represented by a union?

Yes... 1
No.. 0

Now, if you don't mind, I'd like to ask you one question about yourself.

40. Are you a veteran?

Yes... 1
No.. 0

[FOR EMPLOYERS WHO HAVE NOT HIRED A VETERAN, THE INTERVIEW IS COMPLETE AT THIS POINT]

As we discussed at the beginning of this interview, the following veteran has been identified as a participant in your training program ______________________ [FOR RESPONDENTS IDENTIFIED AS PARTICIPANTS, INSERT THE VETERAN NAME FROM THE PARTICIPANT PRESCREEN. FOR RESPONDENTS IDENTIFIED AS NONPARTICIPANTS, INSERT THE VETERAN NAME FROM ITEM b. OF THE NONPARTICIPANT PRESCREEN (THE "SELECTED" VETERAN IF MORE THAN ONE IDENTIFIED).] The questions which follow refer specifically to this veteran employed in your training program. [INSERT VETERAN NAME IN QUESTIONS 41-51.]

41. What source provided you with the name of this trainee to be considered for employment in your on-the-job training program?

Veterans Administration	1
Employment (Jobs) Service	2
Veterans organization	3
An employee of your company	4
Veteran approached the company directly hoping to obtain employment through the program	5
Another employer	6
Organization of which a member	7
Other (Specify) ______________________	8

42. Would you have hired (Name of Trainee) in this training position if a training cost reimbursement had not been available under the program?

Yes	1
No	0

43a. Would you please tell me who had the greatest amount of direct supervisory experience with (Name of Trainee) during the period of his/her employment in the training position approved under the program?

NAME OF SUPERVISOR: ______________________
[TO BE COMPLETED DURING INTERVIEW]

[IF THE EMPLOYER HAS HAD DIRECT RESPONSIBILITY FOR SUPERVISING THE TRAINEE, PRINT "EMPLOYER" WHERE THE SUPERVISOR'S NAME IS REQUESTED AND SKIP TO Q. 45, IN THE SUPERVISOR INTERVIEW SECTION. IF SOMEONE OTHER THAN THE EMPLOYER HAS HAD DIRECT SUPERVISORY RESPONSIBILITY, ASK THE EMPLOYER'S PERMISSION TO CONDUCT A BRIEF INTERVIEW WITH THE SUPERVISOR WHOM THE EMPLOYER THINKS IS BEST QUALIFIED TO COMMENT ON THE PERFORMANCE OF THE TRAINEE AND ARRANGE A TIME FOR THE INTERVIEW WITH THE SUPERVISOR THAT IS ACCEPTABLE TO THE EMPLOYER.]

b. [IF SUPERVISOR IS SOMEONE OTHER THAN THE EMPLOYER] What is the telephone number of this supervisor? ______________________

INTERVIEW INTRODUCTION [IF APPROPRIATE]

Hello, Mr./Ms. __________. My name is ______________. I'm with Centaur Associates, Inc., a research firm. Our company is under contract with the U.S. Veterans Administration to conduct a study of the effectiveness of the Emergency Veterans' Training Program. We are interested in your views about this program and the trainees you have supervised.

The information that you provide will be held in confidence by Centaur Associates, Inc. This means that Centaur Associates, Inc. will not reveal your individual identity as the source of the information you provide without your prior written consent. This confidentiality of your individual identity is protected under the provisions of the Privacy Act of 1974. This study is authorized and funded under the provisions of the Emergency Veterans' Job Training Act of 1983.

Results of the study will be useful to the U.S. Veterans Administration in making decisions about policy and programs related to veterans unemployment and job training. Consequently, your voluntary cooperation in completing this interview will be greatly appreciated.

Most of the questions which follow request information concerning (Name of Trainee). Records maintained by the Veterans Administration indicate that this individual was employed by your company in a training position approved under the Emergency Veterans' Job Training Act. In addition, a spokesperson for your company has identified you as the person who had the greatest amount of direct supervisory experience with this individual during his/her employment in the training position approved under the program. If you recognize the name of the trainee and if you agree that you are the individual with your company who had the greatest amount of direct supervisory responsibility for this individual during his/her training period, then I would like to proceed to ask you a few questions about your experiences and impressions as this indvidual's supervisor. [IF THE IDENTIFIED RESPONDENT DOES NOT BELIEVE (S)HE IS THE MOST APPROPRIATE SUPERVISOR RESPONDENT, THEN OBTAIN THE NAME OF THE INDIVIDUAL WHO IS REGARDED TO BE A MORE APPROPRIATE RESPONDENT AND SEEK THE PERMISSION OF THE EMPLOYER RESPONDENT TO CONDUCT AN INTERVIEW WITH THIS INDIVIDUAL.]

This study is authorized by the
Emergency Veterans' Job Training Act,
P.L. 98-77

SECTION II. SUPERVISOR INTERVIEW

[QUESTIONS 44 THROUGH 51 REQUEST INFORMATION AND WORK PERFORMANCE EVALUATION FOR THE TRAINEE IDENTIFIED ABOVE IN QUESTION 41.]

44. Were you aware that (Name of Trainee) was participating in a special training program for veterans sponsored by the Veterans' Administration?

Yes	1
No	0

45. In what occupation did ____________________ receive training?
(Name of Trainee)

46. Within this occupation, what were the primary knowledge or skill areas in which training was to be provided?

____

____

____

____

47. What is the current status of ________ (Name of Trainee) ________?
[READ CATEGORIES TO RESPONDENT]

Still participating in on-the-job training at the company under the Emergency Veterans' Job Training Act [SKIP TO Q. 49]	5
On-the-job training phase completed; veteran still employed at the company [SKIP TO Q. 49]	4
On-the-job training phase completed; veteran no longer employed at the company	3
Voluntary termination prior to completion of training	2
Involuntary termination prior to completion of training	1

48. [IF VETERAN NO LONGER WITH COMPANY] What was the major reason that the veteran left employment with the company?

____

____

____

____

Don't know... 8

49. Overall, how would you rate the job performance of (Name of Trainee)? [READ CATEGORIES TO RESPONDENT]

Excellent 4
Good 3
Fair 2
Poor 1

50. Compared to other trainees whom you have supervised while working for this company, do you think that the job performance of (Name of Trainee) generally was better than, about the same as, or worse than the performance of other trainees?

Better than others.................................... 3
About the same as others.............................. 2
Worse than others..................................... 1

51. Would you say that (Name of Trainee) received more training, about the same amount of training, or less training than other trainees with your company who have been trained in similar occupations without the benefit of a special training program?

More training... 3
About the same amount of training..................... 2
Less Training... 1

Thank you very much for your cooperation with our study.